

A Monthly Magazine devoted to  
The Practical Affairs of Municipal Government

# CITY GOVERNMENT

## New York and Chicago

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Reviewing the successful system pursued  
by New York City in paving Gotham's street com-

#### Local Government.

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#### Local Government.

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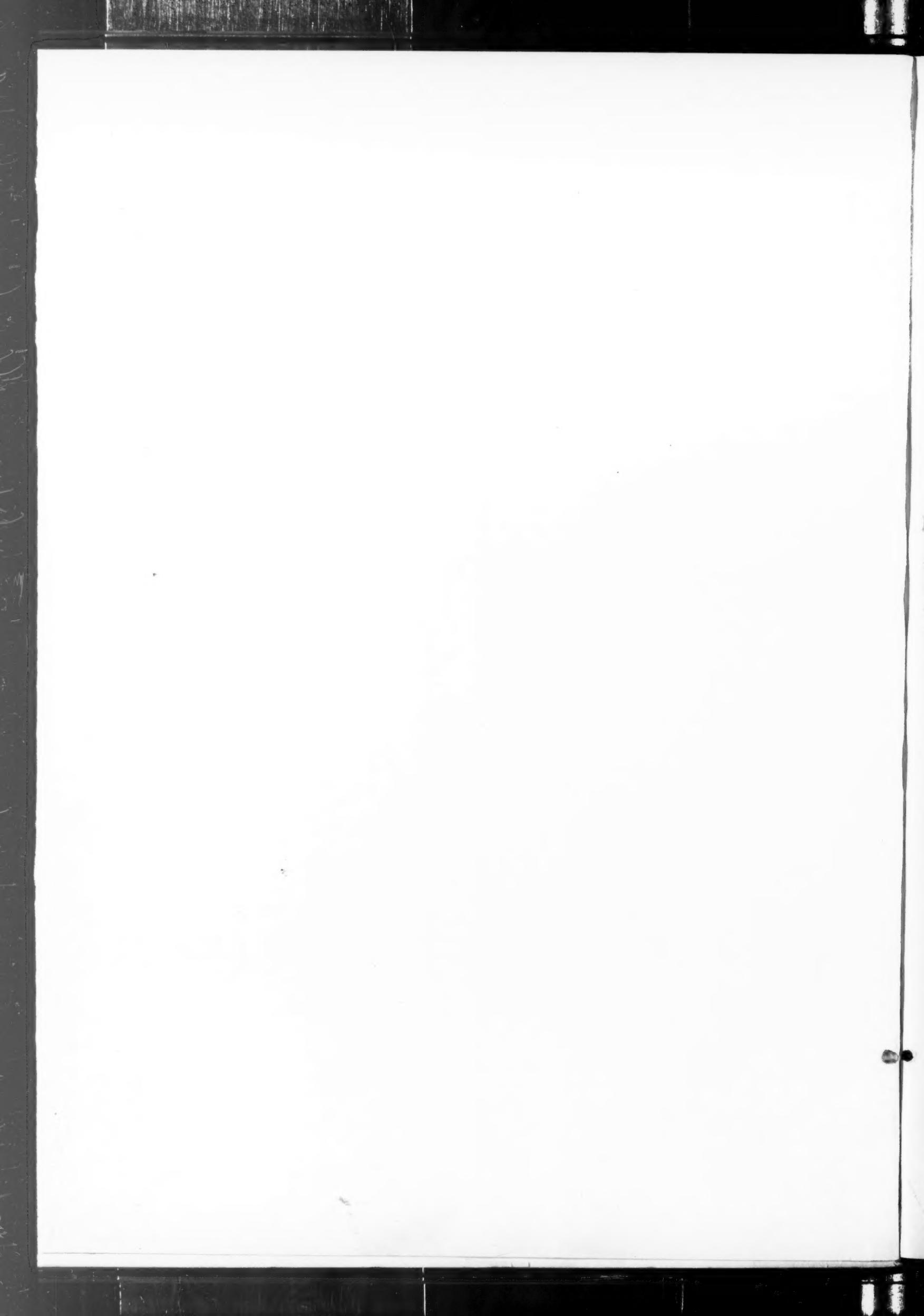
OBSTACLES AND OPPORTUNITIES.

PURELY PERSONAL.

1894 NUMBER



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CITY HALL, ST. PAUL.  
PHOTO BY HAAS BROS.



# CITY GOVERNMENT.

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## STREET CLEANING IN NEW YORK.

By S. H. AGNEW.

The difference in the condition and appearance of the streets of New York now and two years ago is considerable, and must be apparent even to a casual observer. That this is a fact is universally acknowledged, and that the credit for the fact is due principally to the efforts and management of Col. George W. Waring, no one, not even those who are most unfriendly toward him, doubts for an instant, or attempts to deny.

To Col. Waring and those who assist him in the management of the street cleaning department of this city, cyclists, horsemen and pedestrians owe much. It is about two years since Col. Waring was placed in control of the streets of the city. Before that time the thoroughfares had been in a most deplorable condition. Despite the fact that each year immense sums of money were appropriated for the carrying on of the work of the department, little was done toward improving this condition. Grave hints that the money was devoted to a purpose other than that for which it was appropriated, were heard on every side. Complaints were innumerable; meetings were held to protest against the manner in which the department was being managed, or, rather, mismanaged, but all to little purpose. Wheelmen and pedestrians were especially indignant.

However, the residents of the city were not destined to be imposed upon forever. A change was in the

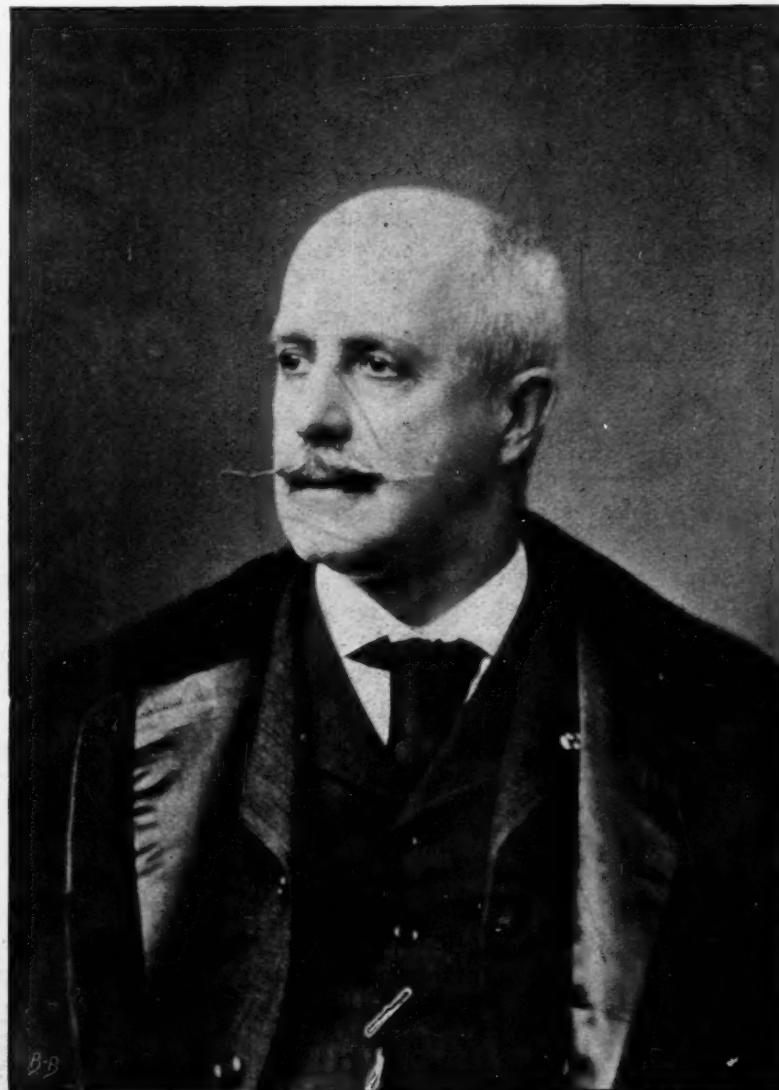
air, not only as far as the street cleaning department was concerned, but all other departments. The people revolted. Everyone here knows the result of the revolt. Everyone remembers that famous election when almost every man chosen for office was a member of the "reform" party.

If the citizens who were elected upon that memorable occasion did nothing else for the good of the city, they chose a man to fill the office of street commissioner who fully understood the responsibilities of the office, a man who was honest, and who meant to expend every dollar given him for the improvement of the city's streets on them for that purpose. George W. Waring was that man, and what he has since done has proved how wise those who selected him were.

Col. Waring had hardly taken the oath of office when he began to look about him to decide upon where to commence. And this decision was in no way easy to make. On all sides he saw room for improvement. Nothing, in his opinion was being done as it should be done. Col. Waring did not trust to his

subordinates to look about for him. He did it personally and he did it well.

One of the first acts toward renovating the department which the Colonel performed was to call all the sweepers and their foremen before him and to examine them as to their intelligence. He reasoned that a man who was not possessed of ordinary learning could not sweep properly, inasmuch as he would



COL. GEORGE E. WARING.  
Commissioner of Streets, New York.

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have little principle or conscience and would therefore be apt to improperly perform the work assigned him. Then, too, the Commissioner is a more than ordinarily good judge of human nature, and by looking at and talking with the men he was able to satisfy himself who were fit to be in the employ of the department and who were not. The examination of the men was necessarily long and tedious, both to the examiner and the examined; but it had the best possible effect; it was the cause of a lot of fellows who were supposed to be workmen, but whose hardest duty consisted in walking to the offices of the department on salary day and drawing their money, being told that their services were no longer required.

Of course there was a lot of grumbling on the part of the victims and their friends. The commissioner was called a lot of harsh names, and even some newspapers criticised him on the ground, they alleged, that the men were discharged for party reasons. That this criticism was entirely unfair and undeserved has been proved to the satisfaction of everyone.

In the places of those men who were dismissed, other men were engaged. Days were spent in selecting men to fill the lowest positions; as much care was exercised in choosing a sweeper as in selecting a foreman. It was necessary that the applicants be of good moral character, sober and industrious. Drinking was a crime in the eyes of the commissioner and would not be excused under any circumstances. A man who was caught intoxicated was discharged on the instant and would not be reinstated. The sweepers were forced to dress as neatly as their means would allow and to be respectful and careful. It was because many of the sweepers constantly had the appearance of being "fresh from a rag bag" that caused Commissioner Waring to decide upon a uniform. "Neatness before everything," was his motto. "Make the men think of their own appearance and they would be more desirous of improving the condition of the pavement upon which they were working," he argued, and he therefore ordered uniforms for his men. White was the color decided upon because of its cleanliness. The material of which the suits were composed was extremely low priced, and the men could buy them at lower rates than those charged for other clothing. When the men came out in their new uniform the ever ready small boy dubbed them "White Wings," and as such they are known everywhere.

Col. Waring had another reason for adopting a uniform for his men. He was of the opinion that a sweeper dressed in ordinary clothing could shirk work a great deal easier than a uniformed man, for the reason that he would not be so conspicuous. A man wearing a white suit would not be able to stop work and not be immediately seen by his foreman.

The uniform plan has worked admirably, and neither the men who wear it nor those who caused it to be adopted have any reason to regret their action. When he first took hold of the department Col. Waring found that there were few improved ap-

pliances for cleaning the streets. The wagons in use were antiquated. The brooms, shovels and other tools were of an unimproved sort.

The commissioner immediately expended some of the money intrusted to his use in purchasing new and improved tools. New wagons were bought, brooms that would clean were purchased, and other implements secured. As a result the sweepers were able to do many times more work than when they used the unimproved tools, and do it better—far better.

The foremen who were employed by the commissioner were men who were possessed of much more than average intelligence. Among the first instructions they received on being employed was that while they were to preserve discipline at any cost, they were to be just in all their dealings with their subordinates. They were to see that the streets were cleaned, and cleaned thoroughly, but they were not to curse at the men under them nor treat them as slaves. The effect of this treatment was soon seen. The sweepers felt themselves on their honor, and they did their work in a much better manner than if they had been driven to it like horses.

Col. Waring does not rely entirely on his foremen. Time after time he may be seen driving about the city examining the condition of the pavements, talking with his subordinates and advising them, finding fault here, praising there and so forth.

Some months ago Col. Waring decided that his foremen could cover more ground and do better work if they were provided with bicycles. So bicycles were purchased, and now every foreman has one and rides over the section over which he has control and at various times of the day. The wheel enables him to keep a thorough lookout over his men and do it much more quickly than if he were obliged to use the street cars.

A novel thing about the department is the interest which the men take in it. This is one of Col. Waring's aims. From the start he has endeavored to interest his men in their work and he is of the opinion that he has succeeded.

To keep up this interest he holds an annual parade, and at the last the fine showing the men made excited the admiration of all who beheld it.

As matters stand now the streets of New York from the Battery to Harlem are cleaner than ever they were. Pedestrians may now walk through them with some comfort, and go from one side of the street to the other without ruining their clothing.

Col. Waring promises that as time goes on this condition of things will go on improving until the metropolis of America shall be known as the cleanest city in the world.

From one of the dirtiest and worst paved of all the large cities, it has, in the short space of two years, been transformed into one of the cleanest and best paved of all the large cities on this continent. The paving department is not far behind the street cleaning department in reforms. All the principal streets are now well paved, well lighted and well cleaned. The municipal government of the empire city of this

country is surely doing its work well. The streets are a credit to New York as the commerce of the city and the city itself are a credit to the country. The improvements most noticeable to the casual observer are in the pavements and condition of the streets. Walking and riding are not now rendered disgusting and hazardous. The streets are all well paved and clean, and the entire city has a brighter appearance.

#### WHAT A MAYOR CAN DO.

By WILLIAM HENRY EUSTIS, ex-Mayor of Minneapolis.

The great absorbing question of the day is not how to govern nations, but how to govern cities. It would seem as if experience in so many cities, during so many ages, under all forms of national life, would ere this have developed Moore's Utopia, at least so far as municipalities are concerned. Yet, today, we find a wide divergence in the principles of charters, and still a wider variance in the nature of the enforcement of sumptuary laws. The great controversy in city life, between the public and the officials, is not over financial questions so much as those governing moral issues. It is, therefore, this phase of city government that merits most attention. The object and the end of these laws, and the method of their enforcement, are, or should be, the well being of society. The safety of life and property is among the first essentials of the well being of a community. This duty is largely entrusted to that branch of the city government known as the police department. They are the guardians of our personal and property rights, and when these rights are violated it is their supreme duty to find and arrest the offender and turn him over to the courts for punishment. Ninety-eight per cent of the people keep the spirit of all laws, and if it were not for the two per cent of evil doers, there would be but little use for the police force except to prevent the ordinary friction among crowds upon the streets.

It is impossible to prevent all crime, but it is well nigh possible, with an honest and efficient police force, to apprehend the criminals. In every large city there are two classes of criminals; one local, the other transient. The one represents the lower, and the other the higher grade. The local class is much the more numerous, and is made up of bad boys, fast young men, tramps, drunkards, loafers and the lewd and the vicious. The minor and great majority of all offenses are committed by this class; they form the stream that flows constantly from the municipal court to the workhouse, and from their ranks in time come the higher grade of criminals, highwaymen, burglars and murderers—the penitentiary class.

How best can the people be protected against these two classes? It is not necessary that the patrolman should know every one of the ninety-eight per cent, but it is necessary that he should know as many as possible of the two per cent. It is slow work for him to make their acquaintance on his beat. Every applicant for the police force should be sent first as a guard to the workhouse, and when he has been there six months or a year, he will know a large percentage of the local criminals. If as a guard he does not show

an aptitude for the work of a policeman he should not be promoted to the force.

This experience enhances the efficiency of the officer, and acts as a restraint upon the resident criminal classes, for they know they are no longer strangers to the officers, and they are personally known to them, and when they pass an officer on his beat a look of recognition will check many a criminal thought ere its act.

While the police are in a measure looking after this class the detective department should know every one of the non-resident criminals as soon as they reach the city, and instead of waiting for them to commit crime, put them under such close surveillance that they will find it for their comfort to leave. It is impossible for any gang to get located in a city and commit more than two or three crimes of a like character and not get caught, provided the police and detective forces are both efficient and honest. Aye, there's the rub. They are not always honest or efficient. They often have not the instinct to ferret out crime, or having that, they stand in with the rogues. The condition of things recently brought to light in New York city is true in some measure in nearly every large city. Human nature is the same the world over, and subject to like conditions and temptations, will give like results.

This brings us to the discussion of what seems to be the great cause of all our woes, that which demoralizes the police force and breeds the criminal classes—the saloon. Not the saloon per se, but the saloon under our laws and the present method of enforcing them. Public opinion is the great force that makes and unmakes laws. As an earthly power it has no rival. But yet that force, once started, is sometimes carried by its momentum to a point beyond that of the highest advantage to man.

Is this not true in the method of our warfare on the saloons? What is the condition in which we find ourselves today?

Society is divided into two hostile camps—the liquor interest and its sympathizers on the one hand, and moral leaders and their friends on the other side. Public opinion has made the saloonkeeper and his family social outcasts. They have been placed outside the pale of the church. Labor and other secret organizations, catching the temper of the times, have put up the bar to their admission. Thus, church and social ostracism has been hurled against them, not as individuals, but as a class. Laws have been passed regulating the evils of the liquor business, and public opinion has insisted on their enforcement, not in the spirit of correction and regulation, but in the spirit of persecution and extermination. The result has been a deepening and widening feud between men who do not differ in opinion as to the evils, but who differ in opinion as to the existence of the liquor traffic.

Society demands the life of the traffic, and refuses to recognize its right to exist. Crusaders and spies are enlisted to trap and persecute the dealer for technical violations of the law, and not for genuine cases that bring evil and misery in their train. This spirit

of warfare engenders bitterness and incites opposition. Good and bad in the business stand together in the contest for the right to exist, and against this spirit of enforcing the laws, not to accomplish the object of the law, but to persecute and drive out of the business those operating under the law. In this general contest there has been no middle ground; it has been the two extremes.

The lowest saloon forms public opinion for the entire liquor business. It is what takes place here that sets on edge the teeth of society, and it refuses to classify the business into good and bad. The liquor business largely forms its opinions of society by the acts of the ultra-prohibitionists and crusaders. These two extremes, the one good in its intentions, the other bad in its practice, have forced public opinion beyond that middle point, healthiest and happiest for morals and men. While for more than a generation this contest has been going on, public opinion has been formed only on the line of extermination, the evils have grown to an alarming extent. Ex-police officers, discharged for drunkenness, ex-jailors, ex-convicts, toughs, men of lowest morals, have opened up saloons, and their places have become the resort of the criminal classes. The atmosphere of these places is congenial to the evil spirits of the city.

Here victims are buncoed, drugged and robbed; here occur brawls, fights and murders. Here youth is corrupted and habitual drunkards made. Public opinion makes no war on these specific evils in specific places, but rather encourages them, with the fond delusion that the greater the evils the sooner will come the millennium of extermination. It is no more of an evil, *per se*, to drink than it is to eat the product of the soil. Experience teaches that we are more liable to drink than to eat to excess. The evil is in the excess, and laws prohibiting, regulating and restraining the use of liquor, are made by reason of the evils that follow its excessive use. It is the abuse and not the use that makes these laws necessary, and the laws should, therefore, be enforced so as to prevent and correct the evils.

Have the executives of cities any right to depart from the enforcement of the letter of the law? It is not only the right, but the duty of the executive and courts to give all the laws a sensible construction, and, if necessary to secure the spirit of the law, and accomplish the intent of the makers, to depart from the letter of the law. The duty of the executive is not the mere reading of the law; they have in charge the happiness and well being of communities, and they must so administer it as to further the object of the law, and the object of every law is the good of man, and the object of the liquor law is to lessen crime and reduce human miseries, and, if possible, eliminate both, so far as they have their source in the use of liquor.

The law is our servant and not our master. It was made for us, and not we for the law. As to the enforcement of all other laws, society has little or no controversy. They are enforced only as evils result, or are likely to result therefrom. Why, then, should

liquor laws be enforced, save to accomplish the one great end, the good of man today.

Theory is all the good that a man can think of. Practice is all the good a man can do. Feed the hungry, clothe the naked, save the drunkard, not tomorrow, but today, is the divine creed. Do the best for society today, and you have done the best for tomorrow.

The spirit of the prohibitionist is as unrelenting as that of the abolitionist, and he claims his cause to be like the other in morals. How different! It is just as wrong to own one slave as twenty. It is not as immoral to take one drink as to take twenty. The one may be all right and the other all wrong. This cannot be said of holding slaves, but it is true of using liquor. It is the quality of the act that makes the sin in one case and the quantum in the other. This intolerant spirit of good men, which has been the active and aggressive spirit of the times, is in a measure responsible for the growing slums, the toughs and crimes of the city. They have forced the wrong issue. From a municipal standpoint there is no principle involved. It is only a question of what is best and most practicable for society, and for man. Is it necessary that we should have a long and sad experience, and see the miseries of men increase, in order that we may learn the lesson that we must begin at the bottom and work up?

Habits, deep-rooted, in human nature and universal in practice, cannot be overthrown by an act of parliament. The process must be slow. Consider the contest that has sprung up in nearly every city of whether or not beer or liquor should be sold on the seventh day of the week. If a man drinks six days of the week he will drink on the seventh. Nature does not put his appetite to sleep on Sunday, and no laws can be passed and enforced to outwit his cunning to get it. Is the evil in the selling? If so, is it any more evil to sell beer than soda water on Sunday? It is not the selling, either in the one case or the other, that concerns society. It is the circumstances that surround the buying and the selling that touch society to the quick, and these apply to every day in the week. It is just as moral to drink on the first day of the week as on the fourth day, and it is just as immoral to get drunk on Wednesday as on Sunday.

Tough saloons, making and attracting criminals, breeding vice and crime, are just as flagrant one day as another. A large percentage of those engaged in the liquor business appreciate and deplore these fast growing evils, but alone they are powerless to stem the rising tide. The unrelenting moral leaders, making all alike in the trade social contrabands, and refusing to recognize the difference between good and bad, have forced them all into one camp, and as self-preservation is the first law of nature, driven them into politics. A trade battling for its life is not at the same time able to purge itself of these evils.

Government is but a contrivance of human wisdom to provide for human wants; it is, therefore, practical in itself and intended for practical purposes.

To this end the good will and co-operation of the best men in the business are essential. With their aid,

it can quickly and effectively be done; without, it will only grow worse and worse.

Straighten out the police force. Make them temperate men. Discharge for the first offense of drunkenness, drinking on the beat, accepting free drinks from a saloonkeeper. Let them pay for what they get, get it off the beat and at the front door. This done, let them make honest reports daily of every saloon on their beats. Hold every saloonkeeper responsible for what takes place within his saloon, within the bounds of reason. This will make every saloonkeeper a policeman for his own premises. In the first place, let him make good all money lost, by crooks, sharpers and robbers, in his place. Let him pay the poor man's fine who gets drunk in his saloon. If this be difficult, then make the saloonkeeper in whose place he got his last drink pay the fine. Make the saloonkeeper return to the wife the week's wages that the laboring man recklessly spends on Saturday night.

This is educational, and teaches the saloonkeeper that he is responsible for moderation on the part of his customers; that the family have a moral right to the wages of the husband and father, and society is interested in this application of it. In due time, if these evils do not lessen, revoke the license. In whatever saloon a whisky fight, a stabbing or a murder occurs, revoke the license in the first instance. If the mayor has absolute power to revoke licenses, he can establish a court of equity, in which legal evidence need not be required. Let him be just, but let him ruthlessly punish all violations of humanity. In time he will know the general character of each saloon.

Statistics in our city for a year show that nine-tenths of the total arrests for drunkenness come from less than one-tenth of the saloons. Press this policy home to every saloon, insisting that excess and crime must be separated from the traffic. In due time, the wild bacchanalian saloons, where the keeper stands in with crook and robber, will find the most profitable side of the business gone, and be driven out of the traffic.

How much effort is wasted in trying to gather unripe fruit! A little time will do more than the greatest genius can accomplish. The question of extermination is unripe fruit, but the evils and abuses are dead ripe. Good, common sense and co-operation on the part of all, will rapidly gather this harvest. The moment we take anything from the right of man to govern himself, that moment government becomes a consideration of convenience. The law can never rise beyond the sources and reasons of the law, and neither can the enforcement of it. All sumptuary laws are violent transgressions of the rights of the individual, and are sustained only as a proper exercise of police power, for the preservation of order and the prevention of crime. Experience has taught us that, unrestricted, disorder and crime follow the traffic. The public, for its convenience, passes laws to check, and if possible, eliminate these twin evils, disorder and crime.

Under the leadership of well-meaning extremists, we enforce the law in the spirit of war, not peace,

hostility and not kindness, and as a result the evils the law was made to lessen, multiply. Drunkenness, disorder and crime, that have their origin in rum, have increased under this method of enforcement of law. There has been either a wide-open, indifferent policy, or one that carried with it the spirit of persecution and extermination. Under both of these the evils grow. The constitutionality of these laws is sustained as an exercise of police powers, and the end to be accomplished is the same that makes them constitutional. If this be true, that is, that the police power may the better suppress disorder and prevent crime, how simple and plain the policy of enforcement. Enforce the law so as to accomplish the end of the law. Treat them all fairly under the law to that point where disorder and crime begin, and at that point lay the heavy hand of the law on the individual saloon, not on the trade. During a generation of bitter social war, the evils have increased to that extent that it will take time and patience to eradicate them, but it can be done.

The great preponderance of sentiment in every community is against the inhumanity and crime begotten of the liquor traffic. So strong and powerful is this force that when properly applied, it will quickly check and remove the evils. The trouble has been that by the method of enforcement of the law, this mighty power has been divided, and one-half, and for this purpose, the more important half, has refused co-operation, and the other half has applied its force far above a point where practical evils appear. The liquor forces, properly appealed to, encouraged and educated, will exert a new and mighty power, most potential in reducing and removing the disorder and crime that have their origin in the abuse and excessive use of drink.

The spirit of these suggestions has been tried in Minneapolis now for several years. What fruit, if any, has the new plan brought forth? The total arrests for drunkenness in this city for the year 1892 were 2,356; for 1893, 2,415, and for 1894, 1,614, showing a net decrease of one-third over previous years. The average number of prisoners annually sent to the workhouse for drunkenness for the past seven years was 1,081, and for the year 1892 it was 1,142; for 1893, 1,175, while for 1894, the number was 784.

That the new policy has had its effect also upon the attendance at the workhouse is apparent from the following statistics: The monthly average of prisoners committed to the workhouse for drunkenness since the opening of the institution in 1886 is 90. The monthly average for the year 1892 was 95; for 1893 it was 93. The monthly average for the year 1894 was reduced to 65. The daily average of prisoners at the workhouse in 1892 was 123, and 1893 it was 144. The average for 1894 was only 86.

The present policy was inaugurated January 1, 1893; and, as might be expected, there was an increase in the number of arrests for drunkenness for the first nine months. This was due to the more rigid system and rules in the police department; they themselves being discharged for drunkenness

would be more likely to cause arrests for that offense than when there was toleration for that practise on the part of members of the force.

As soon as all parties interested in the new plan were conversant with its spirit and purpose, and a good, healthy public opinion had been created, the arrests for drunkenness began to decrease; and for seventeen months, month by month, there was no cessation in the decrease of arrests for that offense.

During the course of this toning up process ten liquor licenses were revoked and thirteen saloons of the baser sort went out of business.

It is part of the policy to reclaim, so far as possible, the old, habitual drunkards, and since the 1st of July, 1894, sixty men from the workhouse, sent there for drunkenness, have been given what is known as the Keeley treatment. Many of these men were the hardest possible examples of the habitual drunkard. Seven of them represent 155 commitments to the workhouse, or an average of over twenty-two each. Only one of the number has been again committed to the workhouse. This was a mute.

It will not be surprising if a very large percentage of the unfortunate men, abandoned alike by society and themselves, shall be once more permanently restored as useful members of society. But for this treatment they would still be making their regular trips to that institution. The experiment is worth making and watching.

As might be inferred, the new plan has materially reduced expenses in the police department, as well as the expenses of running the workhouse. It must be apparent that some new force has been at work to accomplish these results so satisfactory to humanity and the exchequer of our city. What is the new force if it be not the good will and co-operation of the better element engaged in this large traffic?

The science of civic government is necessarily a posteriori, and experience alone can teach us the way.

#### CHARTER FOR GREATER NEW YORK.

Gov. Morton has appointed the commission to draft a charter for Greater New York, and the men selected are William C. De Witt, John S. Dillon, Benjamin F. Tracy, Seth Low, Stewart L. Woodford and Silas B. Dutcher. Mr. De Witt is the author of the present Brooklyn charter, which places a great deal of responsibility upon the mayor. Gen. Tracy, Mr. Low and Gen. Woodford are supposed to favor the De Witt idea of making the mayor shoulder all of the responsibility of the government. It is expected that the Greater New York charter will be completed by January 1, next.

—H. H. Johnson, an alderman at Sioux City, Iowa, has been removed from office by unanimous vote of the council, after a trial lasting three days. He is charged with boodling, and will now fight the case in the courts.

#### BOSTON PUBLIC LIBRARY.

By LINDSAY SWIFT

The story of the Public Library of the City of Boston (for such is the incorporated title) is one fruitful to the student of American institutions, because it sprang into being and maintained its existence through the felicitous union of public generosity, distributed through municipal organization, and of private munificence continually bestowed from the start. Fifty years ago the earliest movements were making towards a public library for Boston. From 1843 to 1847 gifts from the city of Paris to the city of Boston, secured through the friendly offices of M. Vattemare, awoke the citizens to the fact that books accepted must be cared for. Accordingly, in 1848, the legislature of Massachusetts authorized the establishment of a public library. Scattering gifts came along gradually, until in 1852, the first board of trustees was constituted with Edward Everett as president, and institutional life fairly began. In the same year Joshua Bates, of the Barings, in London, gave \$50,000, which was funded. From 1855 to 1858, while the first library building was under construction on Boylston street, a reading room and small library were already in operation on Mason street. When the library was dedicated on Jan. 1, 1858, its cost, with value of land included, was about \$365,000. The empty building and the land (about 23,000 feet) are now held by the trustees at a valuation of not less than \$1,000,000. In 1858, came the second gift of \$50,000 from Mr. Bates. From this time for about twenty-five years was the period of experiment and development. During this time came the important gifts of special libraries—the Ticknor, the Parker, the Bowditch, the Prince (in trust), and the Barton (by purchase), all of them giving renown to the institution in some particular direction, and all the outcome of that prompting which continually urges Americans who have made a successful matter of life to render some acknowledgement to the city of their birth or adoption, instead of aggrandizing their family names or fortunes.

In 1880, when it was a certainty that the library would soon be overcrowded, the state of Massachusetts, by act of the general court, granted a parcel of land on the "Back Bay," on which now stands the completed new building. The first appropriation by the city council for the new structure was \$180,000 for more land, with \$450,000 for the buildings. Up to 1887 many plans for the building were examined by the trustees, who finally, with no small courage, went beyond sectional limits and chose Messrs. McKim, Mead and White, of New York, as architects for design and construction. In 1888 the corner stone was laid; by January, 1895, the building was finished and occupied; in March it was opened to the public.

During the process of building it became necessary to secure two additional appropriations of \$1,000,000 each, which sums were raised by issue of 4 per cent bonds, the proceeds of the sale of the old building (when sold) to go to the board of commissioners of the sinking funds towards discharging the indebtedness. The total cost of the new building on Copley Square

was about \$2,410,000, including the purchase of furniture and fittings.

The trustees did not escape public criticism for calling twice for fresh appropriations secured by tour de force and an obstinate courage. By one of those acts of courtesy creditably displayed in public life, the board which planned the building was allowed to carry it forward to completion intact through the various changes of administration. Their labors had been strenuous, and it was not surprising that soon after the task was done changes in the board occurred. No charge of mismanagement was ever made, and no scandal as to commissions or contracts has ever arisen. The city of Boston may be said to have secured more for its money than is often the fortune of an American city. The ideal of the trustees and of the architects seems to have been fully realized in one particular. The costly construction—costly, indeed, for a small city—has already paid for itself. It is recognized as a genuine work of art, not merely a show building, but a thing of perpetual beauty, to which citizens and strangers alike turn with affectionate eyes. Although only an earnest of a general movement in Boston towards the highest standard of civic art it has exercised a dominating influence on the country at large. The tranquilizing influence of this building as a corrective of the fierce vulgarity still thrust forward by art hucksters among municipal politicians cannot be fairly estimated.

So much for its history in outline as an institution and for the aesthetic results of generous expenditure for its new building. Something should be said regarding the work in which it is now engaged, the methods of finance and the organization by which its costly machinery is equipped and run.

The library, as it stands, consists of the central library on Copley Square, of ten branch libraries and sixteen delivery stations. In the central library there were on Feb. 1 of this year, 469,874 volumes; in the auxiliaries, 158,423; making a total of 628,297. Each branch is maintained as a separate library, answerable, of course, to the librarian, but supplying the wants of its community. Books, however, can be sent for at least once a day from the central library to any branch, and to any of the delivery stations, which are instituted for the express purpose of supplying books from the central to localities arranged, so far as possible, to square with the demand of population. A few of these stations have small collections of books, four of them and all of the branches maintain reading rooms, in which are kept from 50 to 100 magazines and other periodicals, according to the size of the constituency. The branches are open from 9 a. m. to 8 p. m., but the delivery stations are not uniform as to hours, being established generally in apothecary shops or other places of business. Less interesting as these ramifications of the larger institution undoubtedly are from a literary and scholarly attitude, they are of great importance as viewed in the light of library economy. During 1895, while the circulation of the central library was 279,000, the circulation of the combined subsidiary libraries was 568,000, or more than twice as much as the total circulation of the central

library. Yet, the latter contains three times as many books as all the auxiliaries combined. Although, of course, the circulation is forced up by the fact that many of the most popular books are bought for the branches, still this encouragement of a use of the library is within normal limits a legitimate and necessary policy to an institution dependent upon the good will of the citizens taxed for its support.

To maintain the Boston public library cost, during 1895, a little more than \$219,000, and for the present year \$225,000 have been appropriated by the city council. Of these \$219,000, about \$103,000 went for salaries, \$27,000 for new books, \$14,000 for bookbinding, \$5,300 for periodicals, over \$6,000 for coal and \$3,300 for transportation between the central library and auxiliaries. It will be evident that the expenditure for books does not represent the true condition of things as to the yearly increment in this direction, now amounting to between 25,000 and 40,000 volumes. Many of this immense number of acquisitions came as gifts from friendly disposed persons and institutions. In 1895, 1,433 persons gave 15,690 volumes, besides 12,363 numbers of magazines and parts of larger works. Without sufficient resources at hand to care for these gifts it is fair to say they would not have been given with such liberality. It is evident that the large force of workers and the high equipment help to induce people wishing to give where their good offices will not fail to be appreciated.

A few words should be said as to the source whence the library derives its revenues. It must depend primarily upon the city appropriations. Each year the special budget is made up by the trustees, and is based upon the actual expenditures of the previous year, to which is added a reasonable allowance for fresh expenses and improvements. The calculation is, of necessity, close, for the mayor, whose approval must be secured for each separate item of the total city appropriation, is obliged to pare down in many directions in order to bring the sum total within the limits affixed for the tax rate of \$9.00 per \$1,000 for municipal expenses. The appropriation jumped at once from \$175,000 in the old building to \$225,000, made necessary by increased cost of maintaining the new structure. It is to the credit of the city that it has seldom been niggardly in its apportionment to the library, which has proved in return, perhaps, the best possible investment to the city. This appropriation, then, is an item in the total budget of the city, raised by taxation, there being no special tax for a library fund, as is the method in some places. In addition the library has the use of certain invested funds, amounting in all last year to \$201,213.09, the income of which was \$10,328.19. These trust funds were given in almost every case for such specified purposes as the purchase of works in mathematics, political economy, Spanish and Portuguese literature, etc. In some cases no close restrictions have been placed. As a rule, however, only works of a permanent value and serious character are purchased with these funds.

It will be seen, therefore, that the city of Boston is willing to spend about \$350,000 per annum upon its library, if we reckon, as is proper, the interest on the

loan for the new building. If some splendid giver of the future should bestow a sum so large that its income should amount to \$250,000, and should condition this gift on the city's assuring an annual appropriation of equal amount, the library would have a perpetual guarantee against the uncertainty of politics, and might hope to rival even the British Museum.

The governing power is a board of five trustees, each appointed by the mayor for a term of five years; each year the term of one trustee expires and he may then be reappointed or replaced by another. They serve without pay and their office is one of the highest honorary positions within the gift of the city. These trustees are representative of the best and ablest in the citizenship of Boston. They were incorporated by act of the legislature, April 4, 1878, and have among other powers the "authority to take and hold real and personal estate to an amount not exceeding \$1,000,000, which may be given, granted, bequeathed or devised."

Money is to be invested by the city treasurer, under direction of the finance committee of the city. Aside from these funds they have a responsible charge in the name of the city over the buildings, valued in the neighborhood of \$2,500,000, and over books, manuscripts and works of art of at least an equal worth, making a total valuation of about \$5,000,000. Their annual meeting is held in May, when a president, vice president, a clerk, are chosen by ballot, three trustees constituting a quorum. Under them are the officers of the institution, the chief of whom is the librarian, who is appointed by the trustees, and who has general charge and management and control of the library, and its branches, as well as the custody of the property owned by the corporation.

To all grades of the service, excepting the positions of the officers above mentioned, appointments are made through examinations either for entrance or promotion, by the trustees, upon nomination by the librarian. Other considerations of fitness enter into the selection of a candidate, who must, however, have first passed an examination. The librarian's salary is \$6,000; the next highest is \$3,000, and from this point the salaries are carefully graded down to \$3.50 a week, which is the lowest point.

#### STEEL PAVING FOUNDATION.

A novel experiment in street paving is about to be made in South Park avenue, Chicago. Success means a revolution in the present methods of pavement laying, bringing with it a greatly increased period of serviceable wear with a resultant decrease in the expense of maintenance. What is of even more importance it means virtual defiance to the attacks of those piratical individuals who, under the plea of making repairs seem to find an almost fiendish pleasure in digging up and tearing to pieces new pavements.

Some time ago an inventive genius produced what is called "expanded steel." This is simply a thin sheet of metal with slits cut in it and expanded lengthwise by forcing these slits into diamond shaped apertures. It was first used only as a substitute for lathing in the construction of buildings, but now it is to become a part of a new method of laying asphalt pavements,

and will be given its first trial on South Park avenue. It is proposed to have steel sheets of one-half inch in thickness cut into large-sized strips, and then expanded under powerful pressure. These sheets will be inserted flatways in the concrete base by first laying four or five inches of the stone and cement mixture and then covering the entire surface with steel, and over this steel in turn will be put the rest of the concrete. When partly dry the base will be compressed by ten-ton rollers and the concrete mixture forced into the interstices in the steel sheets, the whole, when solidly set, forming a foundation which will not only afford a much greater weight-resisting surface than the old system but furnish as well an effectual barrier to the picks and axes of the vandals.

Damage to the top coating of an asphalt pavement causes but small expense or annoyance nowadays. Time was when repairs to the top could only be made by tearing up a good sized section of the pavement and relaying it entirely, and even then the job was seldom satisfactorily done, as it was almost impossible to get an even surface on the patch.

Now, when the top coat needs fixing a man comes along with an ingenious gasoline contrivance, something on the principle of a plumber's blow furnace, except that it is mounted on wheels. He shoves it along over the spot to be repaired, and the fierce heat, directed downward, quickly softens the asphalt so it can be readily smoothed over by the rolling machines or hand weights, and an even surface secured. Repairs have been made of late in this way on West Monroe and Adams streets, and the change from the old plan is pronounced a welcome one by the residents on these thoroughfares.

It is only when the base, or foundation of the pavement, is cut through, or disturbed, that trouble is now found in replacing an even surface, and this, it is expected, will be obviated by the use of the combined steel and concrete base. The difficulty of cutting through the mass will force the making of water, sewer and gas connections before the pavement is laid, and where this is not done it will be cheaper and easier to tunnel under the street from the sidewalk than to tear up the pavement.

#### CASH FOR A STREET CAR FRANCHISE.

The City and Suburban Railway Company has offered the city of Baltimore \$20,000 in cash for a franchise to build and operate a street car line in East and Northeast Baltimore. The company agrees to pay the \$20,000 within ten days after the approval of the ordinance, and also binds itself to pay the 9 per cent park tax on its gross receipts, to issue free transfers, to use grooved rails and to cover gutters on the route with iron gutter plates. The ordinance is now in the hands of the railroad committee of the second branch of the city council, and whether or not it will pass remains to be seen.

—The Western Union Telegraph company has been notified by the City of Newport, Ky., that it must secure a franchise or remove the electric clocks it has placed in the city.

### ON PAVING IN GENERAL.

By ALD. M. B. MADDEN, of Chicago.

In no city in the country is the question of street pavements of greater importance than in Chicago. Our street system has been and is unsystematic. Our street pavements are things of shreds and patches. There has been neither stability of purpose nor uniformity of design. On the same street and within a comparatively short distance one may find granite, asphalt of two or three different kinds, wood blocks, brick, and in many cases the wrecks of previous pavements. The character of the pavement on a given street has depended on chance, the whim of an alderman, or the importunity of a contractor. It is time to change all this. Chicago is a city of the first rank. It owes it to itself that its public works shall be lasting in quality, of the kind best adapted to the uses to which they are put, and worthy of the energy and greatness of the city.

It is a matter of fact that our street pavements, as a rule, are a disgrace to the city—except for comparatively a few blocks, the cheap and nasty method has been allowed to predominate in the department of public works. Because a street pavement costs 90 cents a square yard is urged as an argument why miles and miles should be laid. The reverse proposition ought to obtain. One substantial pavement, at say \$3 a yard, will outlast six pavements at 90 cents a yard, even where there is no traffic and, where there is heavy traffic, to lay a 90-cent pavement is a criminal waste of money.

Chicago should adopt a well-digested, carefully prepared plan of street improvement. For the central business district there should be selected a material for paving suitable to the requirements of the traffic on those streets, and only that kind of pavement should be permitted within that district. For the semi-business and strictly residential streets, pavements suited to their wants should be selected, and no ulterior motives on the part of any person whatever should be allowed to interfere with the accomplishment of this plan. Street car companies, gas, electric light, telephone and all the other corporations which use the street pavements either under or upon the surface, should be compelled to make their work, their plans, and their methods of construction subservient to the maintenance of perfect street pavements. One of the great obstacles to the maintenance of street pavements in Chicago has been their practical destruction every year or so by some corporation. These corporations are organized for profit, and their aim is to obtain as large a return as possible on the smallest investment possible; and hence they minimize, as far as they can, the cost to themselves of reconstructing street pavements which have been torn up. Immediate reform in this respect is absolutely necessary. Some means should be devised to compel corporations holding street franchises to restore the pavements to conditions equal to those that existed before they were torn up.

In Paris, London, Berlin and, to some extent, in New York, subways are built under the principal

streets by the city, and space in them rented to the corporation desiring underground service at any time. In certain European cities no person or corporation is allowed to open a street pavement for any purpose whatever. When it becomes necessary to put pipes of any kind, wires, or conduits under the pavement the city itself does the work and replaces the pavement carefully, leaves the street as good as new, and charges the expense to the person or corporation for whom the work is done. If this system could be adopted here it would be most desirable.

In European cities, too, the construction of railroad tracks on the street is subject to rigid regulation. In nearly every city in Europe the street car companies are required to use a flat grooved rail, which offers little or no obstruction to the progress of vehicles in any direction. The use of wooden ties is absolutely prohibited. The rails are required to be laid on metal stringers, and both stringers and tracks and rails are set in a bed of cement concrete. These tracks last without repairs for years, and the pavement between and on each side of them is not constantly disturbed as it is in Chicago. In Manchester and Liverpool the street car tracks are owned by the city and rented to the different railway companies at a charge equal to 6 per cent of the cost of construction. This might be too great a step toward reform to be expected in Chicago, but some improvement on the present method should be adopted.

The chief requisite for a substantial, permanent pavement is suitable material. There are in use in this country many kinds of paving material, among them being granite blocks of various sizes, sheet asphalt, asphalt blocks, bricks of different kinds and sizes, wooden blocks (round and square, treated and untreated), slag bricks, patent iron pavement, and Telford and macadam pavement.

The result of the experience of all the cities of this country indicates that only three kinds of paving material have answered all conditions and requirements for street pavements. They are bricks, granite blocks and asphalt. Other materials are to a great extent still in the experimental stage. Other kinds of materials have been tried at different places, sometimes resulting satisfactorily, sometimes resulting in complete failure. Brick has been tried extensively, and may be said to be satisfactory for streets on which there is but slight traffic. Brick has served well in Galesburg and Bloomington and other cities of this class, but has not been extensively tried in larger cities. Telford pavement has been used to some extent, but the experience of Chicago, with Michigan boulevard and Washington boulevard, both highest types of the Telford method, proves that this system is too expensive, especially with regard to maintenance, for general use. Macadam and wood have been declared failures.

The first cost of a pavement is of great importance, but must be considered in connection with the life of the pavement and the cost of maintenance. The method in Europe, in figuring the value of a pavement, is to take the first cost, add to it the cost of

maintenance for a period of say twenty years, or the estimated life of the pavement, and deducting value of the pavement at the end of the period; and dividing this sum by the number of years, the annual cost of the pavement will be obtained. This is a very accurate method of gauging the value of the pavement because it gives ultimate results. If a pavement should cost \$3 a yard and cost 5 cents per square yard for maintenance for a period of fifteen years, at the end of which time it would be still almost as good as new, it would be a far cheaper pavement than one the first cost of which was \$1.50 a square yard, but which had to be entirely renewed every four or five years.

The cost of the different kinds of pavement varies with the places, owing to the advantages of transportation, proximity to the supply of paving material, rates of wages and other conditions. Chicago has paid \$3.50 a square yard for granite pavement, while at a recent letting of contracts in Minneapolis bids were received at as low figures as \$1.50 per square yard. Buffalo pays about \$3 for sheet asphalt, while Chicago received a tender to pave La Salle avenue with Trinidad sheet asphalt at \$1.61 per square yard. Milwaukee has adopted a maximum price of \$3 per square yard for permanent paving, while Washington will pay no more than \$2.25.

The mere fact of first cost can give no intelligent idea of the value of a pavement, unless considered in connection with the life of the pavement and cost of maintenance. In the French school of engineering is taught the axiom that "Economical maintenance and not prime cost is the essential factor to be considered in estimating the value of a pavement."

The cost of maintenance differs almost as much as first cost. Omaha pays 8 cents per square yard for maintaining its asphalt pavements, while Washington does the same work for less than 3 cents per square yard, and in Buffalo it costs only about 2 cents per square yard, figuring the total annual cost of repairs with the total area of paved streets.

In Europe it is figured the cost of maintaining asphalt and wooden block streets is less than 6 pence per square yard, and the cost of maintaining granite block in some parts of London is about  $1\frac{1}{2}$  pence. The statistics as to the cost of maintenance of pavements in this country are very few, and those that do exist cannot always be considered reliable. Data of cost of maintenance are valueless as criteria by which to judge the value of the pavement unless it is known that the pavements had actually been maintained in good order. If, for instance, the total amount charged to street repairs on the books of the department of public works of Chicago were to be divided by the total area of paved streets the result would show a very low cost of maintenance, but would be entirely misleading, because there are miles of streets in Chicago against which there are no repair charges for last year, but which are not only not in good repair, but are in a state of total wreck and beyond all repair.

Reports of officials show that granite costs least for repair, when the original construction has been good. The streets in the business portion of Chicago have

been but recently relaid, and still they would be considered frightfully out of repair in London, Paris or Brussels. Brick is comparatively easy to repair, because when a defective brick is found it can be removed and a sound one substituted. One trouble with brick and stone pavements is that for extensive repairing they must practically be torn up and closed to the public. Facility of repair is one of the advantages of asphalt. By means of a light repair outfit a couple of men can repair a large area of asphalt pavement in a short time at a trifling expense.

A most important factor in permanent street pavements is the method of construction. No good qualities of materials will protect a roadway against faulty construction. Everything must be well done by experienced men. There should be no temporizing with any contractor who attempts to evade any portion of the specifications according to which he has agreed to do the work. The greatest care should be observed in constructing the foundation, because, after all, it is the essential part of the pavement. When the soil of the graded street has been thoroughly rolled and hardened, and upon it has been built a six-inch bed of concrete, made with good cement, and properly prepared, the really durable portion of the street has been completed. Indeed, in some cities, streets are made of concrete alone, with a gravel top dressing. When the concrete foundation has been made, and well made, the wearing surface which is placed on top of it may be either wood, granite, asphalt, brick or any other material. These constitute only the wearing surface which may be taken up and repaired, or renewed, or disposed of in any way. The solid impermeable foundation is the base on which the street rests, and without which no paving material is of any value. In Europe it is always calculated that the concrete base will last an indefinite time; and in the calculation as to the life of a pavement the durability of the wearing surface only is considered. The concrete foundation is always estimated as an unincumbered asset to be taken over to the new construction account as a credit to the original cost of the pavement.

In estimating the durability of different kinds of pavement, these qualities should be taken into consideration: First cost, durability, cost of maintenance, sanitation, noiselessness, facility of repair, resistance of traction, ease on horses, ease on vehicles and appearance. The general experience of city engineers would seem to classify the pavements according to these qualities in this way:

**First Cost**—Granite will be the most expensive; then in order, asphalt, brick, wood blocks, macadam.

**Durability**—Longest lived, granite; next, asphalt, brick, wood, macadam.

**Cost of Maintenance**—Cheapest to maintain, granite; next in order asphalt, brick, wood, macadam.

**Sanitation**—First, asphalt, brick and granite about equal and wood last.

**Noiselessness**—First, wood; then macadam, asphalt, brick, granite noisiest of all.

**Facility of Repair**—Under the improved methods, asphalt is the easiest to repair; the work can be done

without the street being closed; granite and brick rank about equal, wood next and macadam last. Repair to macadam generally consists in putting a lot of newly broken stone on the damaged spots, which makes a rough, uneven pavement.

**Least resistance to Traction**—Least resistance, asphalt, next, brick, wooden blocks, granite and macadam.

**Ease on Horses**—First, wooden blocks, next, brick, asphalt, granite.

**Easiest on Vehicles**—First, asphalt, next, wood, brick, macadam, granite.

**Appearance**—First, asphalt, next brick, wood, granite, macadam.

#### DETROIT'S THREE-CENT FARES.

By A. D. B. VAN ZANDT.

Three-cent fares are a hobby of Mayor Hazen S. Pingree, of Detroit. They are also a reality in the city of which Mr. Pingree is the chief executive. Their adoption was the outcome of a fight against the Detroit Citizens' Street Railway company, waged by Mayor Pingree with much bitterness.

When Mayor Pingree assumed office in January, 1890, he had no definite idea of what should be done. The city at that time was traversed by rickety cars pulled by bony horses along flat rails. There had been spasmodic appeals by the people for a better service, not necessarily by a rapid motive power, for many people thought that the overhead trolley system, then growing in favor elsewhere, was a trifle dangerous. The mayor in his first annual message, the one of January, 1890, disposed of the agitation thus:

"More rapid transit is demanded by the public and should be insisted upon by us. If a change of motive power is necessary, then it should be made."

A year later the mayor in his message said:

\* \* \* "For a long time there was a great cry for rapid transit by means of the overhead electric wire. Broadway in New York is now being equipped with the cable system, and the best opinion puts it down as the most reliable, serviceable, and, in the long run, economical. I recommend the appointment of a special committee on rapid transit whose duty it shall be to continually keep before the street railway companies the urgent necessity of meeting the popular demand for rapid transit."

The beginning of 1891 saw the breach between the mayor and the Citizens' company open very wide, and the people were with the mayor. An attempted steal of an extension of the franchise, coupled with a big strike of the employes, caused public prejudice to run high. The mayor conceived the idea of making a test case of the franchise under which the company operated, a franchise granted in 1879, and running until 1909. This franchise extended beyond the corporate life of the company, and its legality, for this reason, was questioned. A legal battle followed at the mayor's suggestion, at an enormous cost to the city, and in the end the company won. In the meantime the mayor's messages for 1892 and 1893 had gone in. The one of 1893 was extremely vituperative. In it municipal ownership of railways was advocated, and some time later the people voted in favor of the proposition, but the people are no nearer the goal than they were before the ballots were marked.

With the mayor's message in January, 1894, came the first glimpse of the 3-cent fare. Mr. Pingree, speaking of street railways, said:

"The street railway situation in Detroit has many perplexing complications. The Citizens' street railway company, as a corporation, is practically bankrupt and at the mercy of the holders of its bonds. Outside capital stands ready to take the property of the company off their hands at more than its actual value and to give the people of Detroit first-class service for a three-cent fare, provided the city does the paving. I have given the subject much careful thought and painstaking investigation. One of the conclusions at which I have arrived is that the local company should be given preference over outside capitalists in any franchise proposed for operating street railways on the present routes. Another is that the people of Detroit demand—and are entitled to receive—fares at the rate of eight tickets for twenty-five cents."

The message went on to say that the city had the right of the streets for such purposes to be disposed of.

"Compensation," the message continued, "can be in one of three ways: First, by the payment of a large sum of money for each street, as has been done in New Orleans. Second, by the payment of eight or ten per cent of the gross receipts, as is the case in Boston, Toronto and some other cities. Third, by cheap fares. First-class service must be had in any event. After weighing and carefully considering each of these methods of compensation, I have come to the conclusion that the greatest good to the greatest number will be secured by reducing the fares and leaving the money in the pockets of the people who ride."

With this message the mayor presented his ideal ordinance. It was to give to the Citizens' company a franchise, the chief provisions of which were: To run for fifteen years, and if not arbitrated for and purchased by the city six months before this time elapsed, then an extension of ten years, after which everything should go to the city; city to pay for the rails and all but the overhead system; an annual rental of \$1,500 for single tracks and \$3,500 for double tracks per mile for the first five years, then \$2,500 and \$4,500 for the second five years, and \$2,500 and \$6,000 for the last five years; eight tickets for 25 cents, except after midnight until 5 a. m.; company to pay taxes on real and personal property.

This proposed ordinance never amounted to anything. Court decisions that followed shortly after necessitated several changes and other ordinances, with and without merit, were presented, some with 3-cent fares and some with 4-cent fares. In the meantime all sorts of syndicates were organized, chiefly on paper, to form a new street railway company in Detroit for the purpose of taking up streets unoccupied either by the Citizens' company or the Fort Wayne company. Mayor Pingree went here, there and everywhere in hopes of getting someone to ask for a new franchise. In the meantime the Citizens' company had changed hands, going into possession of R. T. Wilson, of New York, who owns it now and has associated with him ex-Congressman Tom L. Johnson.

The honor really belongs to Homer Warren, a leading real estate man of Detroit, for securing a company to take hold of the venture. The Packs, of Alpena, Greene and Albert, millionaire lumbermen, had become interested to a greater or lesser degree in street railway matters with Henry A. Everett, a Cleveland promoter. Mr. Warren suggested to the Packs, who

had tried to purchase the Citizens' company and failed, the advisability of taking a new franchise. Mr. Everett was an enthusiastic believer in 3-cent fares, and the Packs agreed. December 4, 1894, the ordinance was approved, giving the new Pack-Everett syndicate the right to construct street railways upon a large number of streets. The terms were: Paving to be done by the city; motive power to be of the overhead electrical system; 5 cents for single fare; eight tickets for 25 cents between the hours of 5:45 a. m. and 8 p. m., and six tickets for 25 cents, good all hours, with transfers on all fares; franchise to run for thirty years; first right to construct on other streets not mentioned except such as might be granted to the Fort Wayne company; city may purchase the company's property at the expiration of the franchise at an arbitrated price.

Needless to say there was great rejoicing when the ordinance was signed, greater rejoicing when the first sod was turned and a wonderful exuberance of pleasure when the first car was run with Mayor Pingree as motorman. It was in July of last year when the Detroit railway—the name of the Pack-Everett syndicate—began operations on a part of its lines.

In the meantime the new owners of the Citizens' company went to work with a will and rapidly completed the electrical equipment on all its lines, and by fall the last horse car was ushered out of commission, and today all of its lines, with one or two exceptions, and these are under the course of translation, after being unused all winter, are operated by the trolley system. The Fort Wayne company also equipped its line with electricity.

The Citizens' company secured the passage of an ordinance giving it an extension of franchise upon a four for 15 cents rate of fare, but the mayor vetoed the ordinance. Various other proposed ordinances met with his disapproval until the company and the citizens became convinced that it would be impossible for it to get a franchise even upon the terms of the one granted the Detroit railway. Failing to get a new ordinance the Citizens company returned from a voluntarily six for 25 cents fare to a straight 5-cent fare under the ordinance. It was an unwise move. The road became boycotted by thousands of people, men, women and children walking blocks out of their way to patronize the cheaper line. The fallacy of the move was seen, and then, without an ordinance, the Citizens' company was forced to reduce its fares to the 3½ basis, and is today giving a superior service at that fare upon its old franchise.

So much for the introduction of the 3-cent fare. Of the culmination and the outlook, Mayor Pingree, in his last message, the one of January of the present year, said:

"In submitting my seventh annual message I heartily congratulate your honorable body upon the great work of the year. The aid which you have rendered the people of this city, in struggling for cheap fares, has brought about a victory which has had few parallels in the history of municipal government. I desire to give credit to whom credit is due. The promoters of the Detroit railway who were willing to risk their capital in an almost untried venture, the members of this council who gave them the opportunity to demonstrate a popular theory. The

history of what has been called the street car war has demonstrated the fact that competition in the street car business is healthful and necessary. It produces good service and fair treatment. It prevents stagnation. Whatever favors are granted to the people will be returned by them four-fold. In legislating for the future we must go slow. We can take no backward step. We must secure the lowest rates consistent with the best service. I am in favor of the municipal ownership of tracks. The people of this city voted four to one in favor of that system. I trust that proper legislation to this end may be secured at an early day. It is a broad question deserving serious consideration and the exercise of the best judgment. The people of the whole country have been attracted by our labors in street car matters. They are looking to Detroit for good examples. A settlement which would lead to a consolidation of the three roads, in my opinion, would be a public calamity unless coupled with the principle of municipal control. The moment the spirit of competition is destroyed the public service will be weakened."

Mayor Pingree is too optimistic in his views of the 3-cent fares and too pessimistic upon the evils of consolidation. That consolidation will come is inevitable. Negotiations have been on and off for nearly a year between the Detroit railway and the Citizens' company. The hitch is in the terms. There is at present before the supreme court of Michigan a suit wherein the Citizens' company claims that it has the exclusive right to the streets. If the old company should win, a speedy settlement is certain to follow; if the exclusive provision should be declared ultra vires it is also certain that a consolidation will come about, but upon terms more favorable to the new company. In the meantime the Fort Wayne company, the smallest, is likely to disappear in the grinding between the other two.

Three-cent fares are yet only experimental, and to the companies the experiment has not been the success hoped for. So far the officials of both roads are reticent in giving out the result of the experiment, yet not a year old. This much is known, however, that Mr. Everett's ideas of his hobby have been materially altered, and Albert Pack has said more than once that no money is being made. The officials of the Citizens' company, President Tom L. Johnson and Vice President and Treasurer Hutchins, declared from the first that the experiment would not be a success. During the taking of testimony in the suit upon the exclusive rights of the old company, Mr. Everett, under oath, said that the road was only paying 3 per cent upon the bare cost. With the depreciation of the rolling stock and verdicts for damages rendered against the company it is doubtful if the road is paying as much now as when Mr. Everett was on the stand.

The Citizens' company carries 35,000,000 passengers a year. The difference between the 3½ and the 4 1-6 fares is a difference in receipts of \$350,000, which is 5 per cent on an investment of \$7,000,000.

The outlook is for a final settlement upon a six for 25 cents fare, with universal transfers, and an eight for 25 cents fare (workingmen's tickets) during certain hours, morning and night.

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—Ex-Controller Shattuck, of Saginaw, Mich., has been arrested on a charge of embezzling \$1,718 from the city. He is out on bail of \$1,500.

**CITY GOVERNMENT OF ST. PAUL.**

By H. J. GONDEN and IRWIN BEAUMONT.

After a committee of shrewd and highly intelligent business men spend the greater portion of their time for a couple of months in investigating the various departments of a city government and fail to find the shadow of a suspicion of corruption it may quite safely be deduced that the government is a good one to bear with. Such a search-light was thrown upon the municipal offices of St. Paul not long ago, when a committee made up from the council, the chamber of commerce, the Commercial club and other organizations constituted itself a court of inquiry, summoned competent witnesses and ascertained the condition of every city department, the method of transacting municipal business and the use that was made of every dollar collected for city purposes. This committee was brought into existence by a resolution introduced by John J. Parker, then a member of the assembly, and adopted by both branches of the common council. The resolution invited the various commercial bodies of the city to appoint representatives on a committee to investigate the affairs of the municipal corporation and recommend measures for retrenchment and reform. When the committee began its labors there were people in St. Paul who expected disclosures of boodle jobs and other sensations quite as revolting. These people, however, were disappointed, because the committee, after a most careful and thorough investigation, found nothing to bring a blush of shame to the cheek of any city official, past or present. Let it be said to the credit of Mr. Parker, who was the prime mover of the investigation, that he had no suspicion whatever of any wrong-doing, but his only motive was to ascertain by a proper method how municipal expenses could be judiciously decreased. The report of the investigating committee was long and comprehensive. Every department was treated in detail, and while all were praised for honesty and efficiency, some were accused of extravagance. It was shown that this extravagance was, in every instance, the legacy of an era of rare good times and general prosperity. The municipal corporation was, in fact, running along in the same groove that it struck in the "boom" days of St. Paul, when big salaries and extravagant methods were common in the community. The investigating committee pointed the way to retrenchment, and the city officials followed it. The result is that expenses have been greatly reduced in nearly all of the departments, some of the city officials, whose salaries are fixed by legislative act, even consenting to reductions.

The best testimonial to the government of St. Paul, as it exists, is its strict economy. The city has always had a government far above the average in honesty and efficiency, but lacking in economy. The city officials themselves have put an end to municipal extravagance, for it must be remembered that the retrenchment committee was a creation of the common council.

Passing, as it did, through an era of phenomenal prosperity, when speculation was wild, and extravagance unchecked, it is remarkable that the municipal-

ity of St. Paul stands as well as it does today. With a net bonded indebtedness of less than \$8,000,000, St. Paul possesses public property—water works, school, park, police, fire and market property, city hall, hospital, bridges, etc.—worth at least \$10,000,000.

## FINANCES OF THE CITY.

All money belonging to the city is under the control of the common council, and can be paid out only under a resolution passed by a two-thirds vote of the whole number of each body. The resolution and warrant under which the payment is made must specify the purpose of the payment. There are twenty-four separate funds enumerated by the charter, and in the financial administration of city affairs the common council has no power to transfer money from one fund to another, or to draw against any fund for other purposes than those for which the fund is specially created, thereby preventing borrowing from one fund to another when by extravagances or improvidence any particular fund has been exhausted. These twenty-four funds cover all of the principal municipal purposes for which money is needed, such as police expenditures, repairs of streets, fire department expenses, schools, lighting, etc.

For the purpose of securing the money the following method is in operation: A tax estimate is made in December of each year for the ensuing fiscal year, commencing January 1. This tax estimate is made first by what is known as the "conference committee," which is composed of the chief officers of the city, heads of departments and certain members of the common council. At the meeting of this committee, in November or December of each year, an itemized bill of the probable expenses of all departments of the city and the amounts necessary to be raised for the twenty-four funds above mentioned is prepared, carefully considered and adopted. Thereupon this bill of expenses, or, as it is called, a tax estimate, is sent to the common council, where it is finally revised and passed, and therenon is sent by the council to the auditor of the county. This tax estimate forms the basis of taxation for the ensuing year, and when the tax levy is made the following October, it cannot exceed for any of the designated purposes the amounts specified in the tax estimate. As soon as this tax estimate is filed in the auditor's office, and after the commencement of the fiscal year for which it is made, the city is authorized to issue tax certificates, borrowing money for the purposes specified in the estimate not to exceed 80 per cent of the estimate itself. These certificates are paid by the collection of taxes for the fiscal year during which the money is expended, and for which the tax estimate has been prepared. These certificates bear interest not to exceed 6 per cent, and are of the denomination of \$500. In practice they are usually sold at auction, bringing a premium which reduces the interest to something like  $3\frac{1}{2}$  to 4 per cent. Whenever the expense and obligations incurred and chargeable to any particular funds are sufficient in the aggregate to absorb 80 per cent of the entire amount embraced in the tax estimate for that fund for that year, and the amount received from other

sources and applicable thereto, no power exists to create any additional indebtedness save as the remaining 20 per cent of said tax levy or estimate is collected. If any officer violates this rule the indebtedness incurred by the officer is not a charge against the city, but becomes a personal obligation of the officer.

In addition to this check upon the expenditure of money there are other limitations in the charter, as, for instance, the limitation of the police fund to the sum of \$185,000, the limitation of the fire department fund to the sum of \$215,000, the limitation of the street repair fund to \$150,000 per annum.

#### EXECUTIVE DEPARTMENT.

In many cities the mayor has been shorn of many of his prerogatives, all power being with the council; in St. Paul, however, the mayor is the chief executive officer of the city. Before any action of the council becomes operative, it must have his approval, and to pass a matter over his veto, it is necessary to have it voted favorably upon by two-thirds of the common council. His appointive power is large and varied, and only his police appointments are subject to the approval of the council. He is, by virtue of his office, the head of the police department, and to him, daily, the chief of police makes his report; he can arbitrarily suspend any police officer, and may close any saloon or disorderly place without any action of the council. As St. Paul is the largest part of Ramsey county, the mayor is ex-officio chairman of the board of county commissioners. He appoints the members of the various boards, including the park board, board of education, library board, workhouse board, board of fire commissioners and the board of public works. He also appoints the health officer and the city license inspector. All city bonds and warrants must bear his signature, and all contractors' bonds must be approved by him. His salary is \$3,000, but recently it has been reduced to \$2,500, at the suggestion of the retrenchment committee. His office force consists of a secretary at \$1,200, and a messenger, who is a detailed patrolman upon the police pay roll. The present incumbent of the mayor's office, Frank B. Doran, is a well known business man, and was elected in May of this year by one of the largest majorities ever given to any candidate; he promises to give to the city a sound, common-sense, business-like administration. His secretary, Webster Wheelock, is a well known young newspaper man, and brings to his office the peculiar and happy faculty of being able to refuse without offending.

#### THE COMMON COUNCIL.

The legislative powers of the city government rest with the common council, composed of two bodies, the assembly and the board of aldermen. The bodies meet separately and must concur with each other in all business transacted. The assembly is composed of nine members, elected from the city at large, and the board of aldermen consists of a representative elected from each of the eleven wards in the city. Members of the council receive \$100 a year each, and the terms of all expire simultaneously on the 1st of

June of every even numbered year. Both branches of the council meet fortnightly.

#### DEPARTMENT OF PUBLIC WORKS.

The board of public works, as at present constituted, consists of four members appointed by the mayor, at salaries of \$2,500 each; one chief clerk at \$1,080, two deputies at \$1,080 each; one abstract clerk at \$810 and two copyists at \$648 each. At present the salaries of the four members are but \$2,250 each, as they were reduced 10 per cent by the common consent of the officials, at the request of the retrenchment committee. The contingent fund, for the purposes of paying postage and carriage hire when inspecting property, averages about \$200 a year. The total annual cost of maintenance of this department may be summarized as follows:

Salaries of Board Members .....	\$9,000
Salaries of Clerks.....	5,346
Contingent Fund (averaged).....	200
Total Annual Cost.....	\$14,546

In the matter of public improvements, the first step taken is in the common council; any proposed action is promptly referred to this board for a report as to its necessity and propriety. If a favorable report is made, a final order is submitted with it, for the council to pass if they approve of the report; if this is done the order is returned to the board with instructions to advertise for bids for the work, and to assess the property benefited. One notable exception to this method of procedure is in the matter of street sprinkling. The order of the council to sprinkle any street is peremptory, and requires no report on the part of the board as to the necessity. In the matter of building sidewalks and sprinkling streets, the charter of the city provides that early in each year, the board of public works shall advertise for bids for the year, for the construction of all sidewalks and for all street sprinkling. Consequently, when a final order of the common council for the construction of sidewalks, or a peremptory order for street sprinkling is received by the board, it is at once turned over to the contractor to carry out, as these two matters are covered by standing contracts.

The charter also places the street lighting in the hands of the board, whose duty it is to examine all street lights twice a year, once in May and once in October, and report to the common council upon the propriety of maintaining or discontinuing any street light or lights.

It will be noticed that the board of public works of St. Paul is powerless to do anything without the consent of the common council, and those who advocate the system claim there is a triple check upon its work; first, the approval of the assembly branch of the council, with nine members; next the action of the board of aldermen, the other branch of the council, with eleven members, and lastly, the veto power of the mayor.

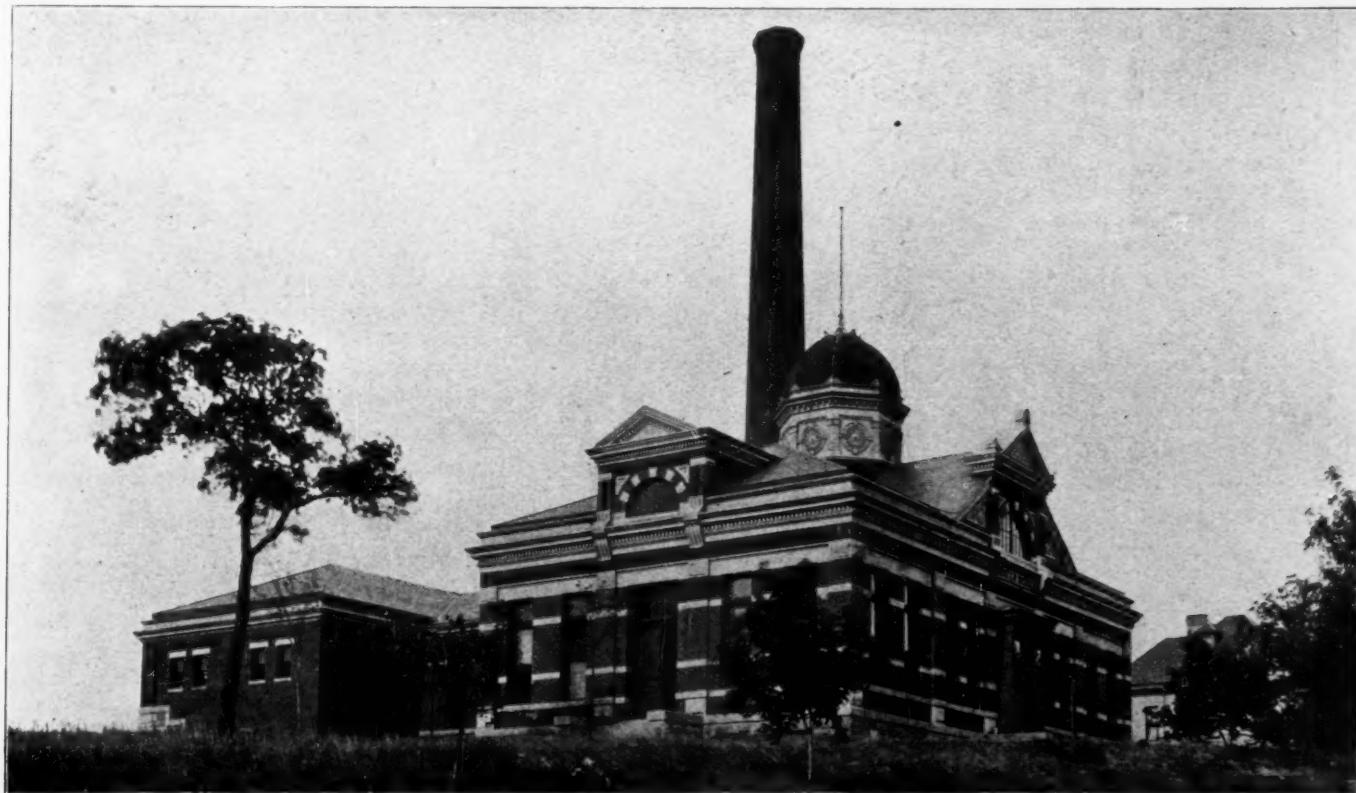
#### ST. PAUL WATER WORKS.

The franchise for the St. Paul water works was granted to a private corporation by legislative enactment in 1857. It was not in practical operation until

1869, however, when the water was turned on a small portion of the city. The source of the supply was Lake Phalen, then about three and one-half miles distant from the city, and about 300 feet above the lower plateau, on which the business district stands. The first service was through a 16-inch cement pipe, which was supplemented in 1877 by a 24-inch vitrified pipe conduit for the first 9,000 feet from the lake. From 1869 to 1882 extensions were made until the system covered about twenty-four miles. During this time the rapid growth of the city made it apparent that municipal ownership was becoming a necessity, and in 1881 a commission was appointed by the legislature empowered to consider the matter and purchase the plant if it was deemed expedient. The committee reported in favor of the purchase, and the matter was decided by an almost unanimous, popular vote in 1881.

10,000,000 gallons. In 1890, experimental artesian wells were sunk at Lake Vadnais, and a pumping station of 5,000,000 gallons capacity has been developed.

The quality of the water obtained is excellent for domestic purposes; occasionally a little trouble has been experienced from decayed vegetable matter in the pipes, but it has always been obviated by blowing out the mains. The lakes and streams from which the supply is taken appear to be entirely free from all organic animal matter, and no sickness or epidemic has ever been traced directly or indirectly to the water supply. The artesian water has been found to be of excellent quality, and is pumped directly into the conduit, mixing it with the main supply, a process which has cooled the water and improved its quality. Dr.



3 PUMPING STATION AT McCARRON LAKE, ST. PAUL WATERWORKS.

Since that time the water works have been conducted by a commission appointed by the mayor, but always regardless of political affiliations. After the transfer the question of extension and also of high pressure service was immediately considered, and connections made with a chain of lakes lying to the north of the city, all leading to Lake McCarron, from whence a thirty-inch main was laid into the city for the low service, and a pumping station was constructed for the high service. This service was completed in 1884, and was in use for several years, but in 1888 a high service reservoir was constructed about one and one-half miles from the pumping station, with a capacity of 18,000,000 gallons. During this time the extension of the mains had rapidly increased, and the high service use was as great as the low service. In 1889 the supply was further augmented by a pumping station at Baldwin Lake, with a daily capacity of

Hewitt, president of the state board of health, has carefully analyzed the artesian water and pronounced it to be an excellent quality of drinking water; he has also given his personal approval of the entire system.

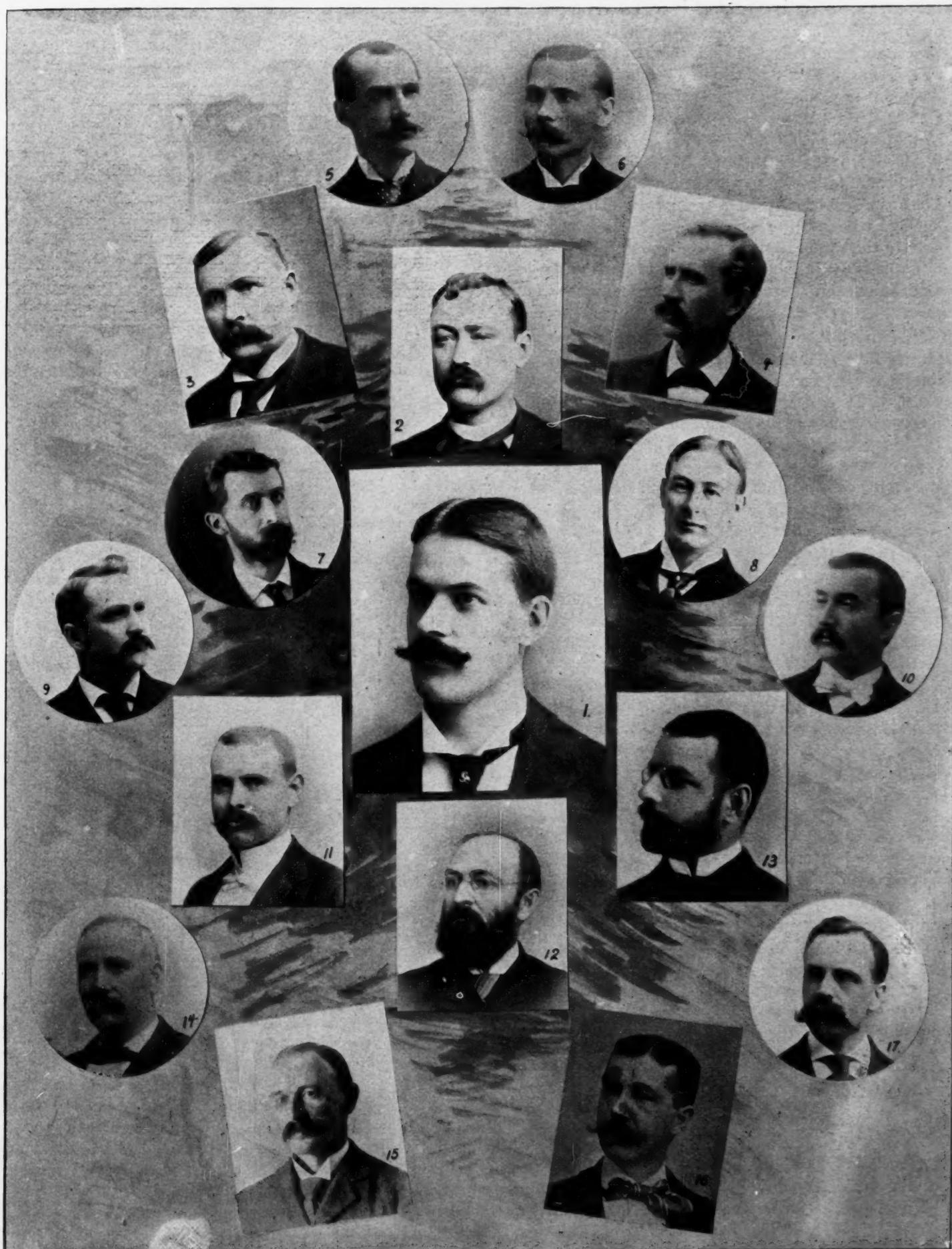
During the past year a thirty-inch concrete conduit has been built, connecting Pleasant Lake with Otter Lake, making available an emergency storage of about 500,000,000 gallons. Gradually, the system will be extended to meet the increasing demands upon it, to Forest Lake and the chain lying close to it. St. Paul is fortunate in being situated south of a chain of lakes which stretch northward for hundreds of miles, and is practically inexhaustible.

Under the large portion of the business part of St. Paul there is a sandstone formation, varying from 100 to 500 feet in depth. Hence the water board simply tunneled the rock for its mains, and can thus repair, extend and inspect eight miles of service without tear-



## GROUP OF ST. PAUL CITY OFFICIALS.

1. L. W. Rundlett, City Engineer. 2. Wm. Kingsley, Building Inspector. 3. R. L. Gorman, President Board of Public Works. 4. Grier M. Orr, Judge Municipal Court. 5. John Caulfield, Secretary Water Board. 6. E. J. Darragh, Corporation Attorney. 7. Chas. L. Horst, City Treasurer. 8. Frank B. Doran, Mayor. 9. J. A. Wheelock, President Park Board. 10. C. B. Gilbert, Superintendent of Schools. 11. Matt Jensen, City Clerk. 12. James P. Healy, Secretary School Board. 13. A. S. Hall, Secretary Fire Board. 14. E. E. McCrea, Assistant City Clerk. 15. M. N. Goss, Chief of Police. 16. John Jackson, Chief Fire Department. 17. Phil. W. Schweitzer, Chief of Detectives.



GROUP OF ST. PAUL COUNCILMEN.

1. O. H. Arosin, President of the Assembly. 2. M. J. Daly. 3. James R. Thompson. 4. M. Gordon Craig. 5. W. J. Donahower.  
6. A. Lindahl. 7. Ernest L. Allard. 8. Horace E. Bigelow. 9. O. B. Lewis. 10. August Kaldunski. 11. E. L. Mabon. 12. J. W.  
Shepard. 13. W. T. Kirke. 14. Terrence Kenney. 15. John Larson. 16. James E. Markham. 17. E. G. Krahmer.

ing up a street to accomplish it. The sandrock is so easily excavated that contractors have been found who dig a tunnel six feet high by about two feet wide at the rate of \$1 a lineal foot. When a connection is desired the consumer simply bores down until he strikes the sandstone, and the water board meets him at that point with a service pipe. A trip through the tunnel is an experience, and the visitors to St. Paul should not fail to take advantage of the courtesy of the board, which furnishes a guide and lights to the daring, who will experience a sensation somewhat akin to the exploration of the catacombs of Rome. The cleanliness of the sandrock and its dryness, the perfect ventilation and cool air in summer makes the trip a pleasant memory.

St. Paul has always been very conservative in the matter of consumption; special rates are made to induce the use of meters, of which there are now in use 1,250, and no water is sold for the purpose of running elevators or for power. All plumbers are obliged to be licensed, and their work is rigidly inspected under the rules of the water board. During the past year the daily consumption was 8,251,226 gallons, a consumption per capita of 58 gallons. All services in the street are put in by the board, for which a charge is made, and none but lead services are allowed underground.

A little more than half the water is used on high service, and has to be pumped; all the business part of the city and that portion below an elevation of 150 feet above the river is supplied by gravity. High service water is pumped from the conduit into the high service reservoir, which has an elevation of 310 feet; as the highest point to which water is supplied is but 230 feet, it will be seen that an excellent pressure is maintained all over the residence portion of the city. There is an auxiliary high service on the West side, which takes the water from the low service pipes and pumps it into a tank at an elevation of 343 feet; only a small portion of the service is supplied in this manner, a million gallon pumping engine, working four or five hours a day, being sufficient to supply the demand of this section.

The pumping plant at McCarron Lake is of the highest type, and consists of one six million triple expansion condensing engine, one four million compound condensing engine, and one two million compound condensing engine. The average duty for the year for the whole plant, pumping under various conditions, was 74,451,000 foot-pounds.

The total cost of the water works to the present time is \$3,584,417.52, of which \$2,460,000 has been paid by bonds issued for the purpose, and the difference, \$1,124,417.52, has been paid out of the various sources of income received by this department. There has been placed in the sinking fund (to pay bonds upon maturity), \$341,615.70. In addition to this surplus of \$1,466,033.22, the water rates have been reduced more than 50 per cent since the municipal purchase.

Two hundred and thirty-three miles of water mains have been laid up to the present time. There are in use 2,200 fire hydrants.

#### Board of Water Commissioners—

R B C. Bement, president; salary.....	\$1,080 per annum
A. H. Lindeke, salary.....	100 "
J. F. Hoyt, "	100 "
H. F. Stevens, "	100 "
Thos. Grace "	100 "

#### Officials—

John Caulfield, secretary; salary.....	\$3,000 per annum
A. R. Starkey superintendent; salary .....	1,500 "

The president and the above-named officials are entitled to salaries under the charter as follows: President, \$1,200; secretary, \$3,500, and superintendent, \$1,800, but at the request of the retrenchment committee the officers voluntarily reduced their salaries to the amounts above specified. The pay roll varies with the season, and the amount of work under way; the following statement of revenues and disbursements, dated at the close of the last fiscal year, will be interesting, as showing how a city may successfully conduct its own waterworks.

#### Revenue—

Balance on hand last report, Dec. 1, 1894,	
in the hands of city treasurer .....	\$ 52,812.16
General water receipts.....	\$179,246.52
Miscellaneous water receipts.....	15,717.97
Connections (street service).....	14,349.87
Extension.....	1,915.60
Shutting off and turning on water (penalties).....	78.00
Frontage tax.....	147,171.40
Construction.....	44.70
Sinking fund earnings.....	12,270.00
Sinking fund .....	1,766.40
Total.....	\$372,560.46

#### Disbursements—

General maintenance.....	\$ 39,006.14
Connections (street service) .....	16,674.95
Repairs.....	4,540.50
Meters.....	7,022.17
Extensions .....	81,360.58
Construction .....	24,624.65
Interest .....	114,200.00
Refunded frontage tax .....	237.12
Sinking fund .....	87,270.00
Sinking fund earnings .....	1,766.40
Total.....	\$376 702.51

Balance in hands of city treasurer....

\$48,670.11

#### FIRE DEPARTMENT.

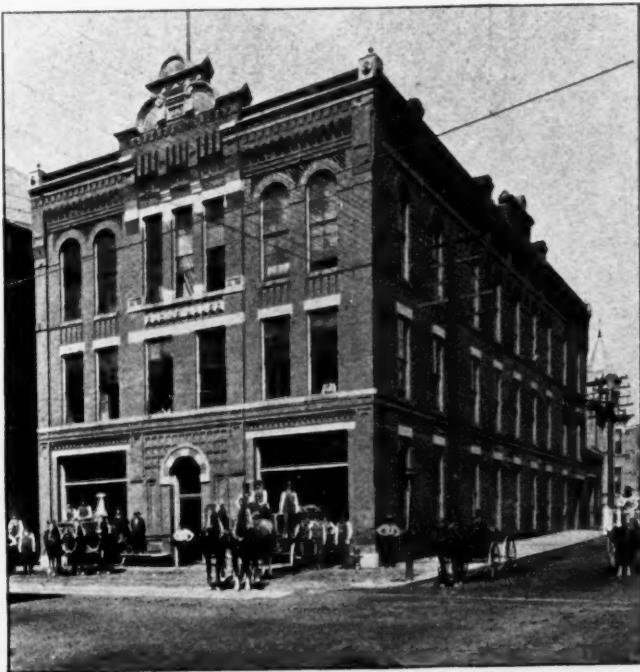
The St. Paul fire department has always been in the front rank of metropolitan departments. Its equipment is of the first-class, its discipline admirable and its entire separation from politics has practically put it under civil service rules. It has an annual appropriation placed in the hands of its commissioners, who are appointed by the mayor, regardless of political complexion, and has more often saved money than asked for increased sums. Its equipment consists of twelve steam fire engines, five chemical engines, one water tower, two aerial trucks, six ordinary trucks, ten hose wagons, five hose carriages, one two-wheeled hose cart, twenty-one supply wagons, fifteen hose sleighs, six hook and ladder sleighs, five chief's buggies, five chief's sleighs, 111 horses, 41,850 feet of hose, 164 fire alarm boxes, and in reserve, one steam fire engine and three chemical engines. The value of the property in charge of the department is estimated as follows:

Buildings .....	\$176,920.00
Lands .....	200,700.00
Apparatus.....	116,450.00
Fire alarm .....	41,832.32
Furniture supplies .....	19,829.17
Total .....	\$555,731.49

During the last fiscal year the department responded to 572 alarms; the fire loss for the year was \$325,534.72; of this amount \$177,566.79 was lost in the five large fires of the year.

The present force of the department consists of 190 men and their pay is as follows:

Chief engineer .....	\$3,000.00
First assistant engineer.....	1,800.00
Second assistant engineer .....	1,400.00
Superintendent fire alarm .....	1,300.00
Master mechanic.....	1,200.00
Captains from.....\$936.00 to 1,008.00	
Lieutenants from..... 816.00 to 888.00	
Truckmen and pipemen from .....	540.00 to 780.00
Drivers of four horses .....	780.00
Drivers of two horses .....	720.00
Engineers.....	960.00
Stokers .....	780.00



6 FIRE DEPARTMENT HEADQUARTERS, ST. PAUL.

The commissioners governing the department are prominent business men, who receive for their services \$100 per annum. The present board is composed of the following named gentlemen: G. W. Freeman, president; J. C. Prendergast, Geo. J. Mitsch, Kenneth Clark and Reuben Warner. A. S. Hall is the secretary of the board, and receives \$1,000 yearly for his services. John Jackson, the present chief, has been connected with the department for almost twenty years. His career has been most successful, and under his direction the department is in a high state of efficiency, and the fire loss is kept down to a minimum. Under the charter the chief engineer is allowed \$3,500 yearly; the first assistant, \$2,000; the second assistant, \$1,500; and the superintendent of fire alarm, \$2,000; at the request of the retrenchment committee, however, the officials above named voluntarily reduced their own salaries to the figures given in the table above.

#### POLICE DEPARTMENT

The police department of St. Paul has always been very efficient. At present the force consists of 181 men, divided among five stations. The central station is the most important, and is the office of the chief of police and general headquarters of the department. Its territory comprises the heart of the business portion of the city, and all localities most liable to disorder. The captain of the central station detail is on duty at night, while three lieutenants do day duty and alternate as roundsmen, relieved during portions of the night by three sergeants acting as roundsmen. The guard maintained at this station is as follows: Seventeen beats patrolled during the day and thirty-four at night. A force of fifty-one men is divided in three reliefs, each man serving two weeks in each relief. The first relief is the day detail, patrolling seventeen beats from 6 a. m. to 6 p. m.; the second relief goes on duty at 6 p. m. and is relieved at 3 a. m., while at 9 p. m. the third relief, or double guard, goes on, which practically puts thirty-four men on seventeen beats from 9 p. m. until 3 a. m. The relief of the second relief at 3 a. m. again reduces the patrol to 17 posts occupied by the third relief until 6 a. m. This detail of the guard has worked admirably in St. Paul, as it doubles the patrol during the hours when most disturbances occur.

The present chief of police, M. N. Goss, although recently appointed, has had a long experience in police matters under the Ramsey county sheriff, and has taken hold of his department in a manner that leaves no room for doubt of his ability.

The sub-stations at Rondo street, Margaret and Ducas streets are under the control of captains by day and lieutenants by night, with sergeants acting as roundsmen, and are in a high state of efficiency. The Prior avenue station is the headquarters of the mounted police, who patrol the extensive interurban territory, and whose beats extend to the western limit of the city.

The detective force is composed of a chief and four men. This force, however, is augmented by several patrolmen detailed from the ranks of the policemen for detective duty. Aside from the difficult task of keeping the city as clear as possible from professional criminals and crooks of all kinds, the detective department keeps a systematic check on all pawn shops and second-hand stores. The present chief of detectives, Phil Schweitzer, has given efficient service on the police force of St. Paul for many years, having served as patrolman, sergeant, lieutenant and captain. His promotions, which have finally placed him at the head of the detective department, were well earned by his able and conscientious work.

#### DEPARTMENT OF CHARITIES.

The board of control, as now constituted, is a peculiar body, existing under special law, and exercising its functions both in the city and county. Its duties are to supervise the city and county hospital, the alms-house and poor farm, and to direct the out-door relief of the poor. The directors of this board are appointed by the district court, a method which keeps the department entirely divorced from politics; those chosen

being men of means and leisure, who can afford to give their time and attention to the work, as the compensation for the service is but \$450 a year. Every four years the board of control elects a city and county physician (who is also superintendent of the city and county hospital), a superintendent of the almshouse and poor farm, and a secretary.

During the year 1895, 1,323 patients were treated at the city and county hospital, at a cost of \$30,239.90; the average daily number of patients was 105; the average cost of patient per week, based on gross expense, was \$5.50. During 1895, the new ward building of the hospital was completed, giving to St. Paul and Ramsey county one of the best municipal hospitals in the country. The present superintendent and physician, Dr. Arthur B. Ancker, has been in office for eleven years, to the eminent satisfaction of the board and of the entire community.

The almshouse and poor farm are located at the city limits and are run as one institution. Jos. L. Hendry,

the board for action. The report is made in all cases within twenty-four hours, and in the three years that this system has been used it has almost entirely done away with the fraud and imposition so prevalent in all large cities where public aid is distributed. The methods in vogue in St. Paul practically make the board sit all the time, and it must be remembered that the gentlemen composing it receive but \$450 a year for their eminent services to humanity.

In former years the burial of the county poor was divided among different cemeteries and rival undertakers; so many abuses seemed possible under the method that in 1895 the board located a county cemetery on the poor farm for the burial of county charges, and let the contract for undertaking to the lowest bidder, who must comply with certain rules and regulations regarding the conduct of burials, thus insuring that none of the horrors of pauper funerals may ever again be enacted in Ramsey county.



7 CITY AND COUNTY HOSPITAL, ST. PAUL.

a competent and trustworthy official, is the superintendent. The gross cost of the almshouse and poor farm for 1895 was \$9,313.77; the average number of inmates per day was 84; average cost of each inmate, per week, was \$2.10. The poor farm is very productive and supplies the city and county hospital with all vegetables and milk, deriving thus quite an income. No inmates are accepted unless they are bona fide inhabitants of the county, and all applicants for admission must be certified to by the city and county physician, as totally incapacitated for earning a living, before the board can grant their request.

The average age of the inmates of the almshouse and poor farm is sixty-five years.

Out-door relief of the poor is a large part of the work of the board of control. As administered at present, the system is entirely satisfactory, and is believed to be as nearly perfect as it can be. No aid is given to any applicant until the case is investigated by a competent inspector, the family and social history of the applicant being noted and submitted to

#### Board Finances—

Total expenditures for 1895 ..... \$62,927.92

This sum was divided as follows:

City and county hospital.....	\$30,239.90
Almshouse and poor farm .....	9,313.77
Outdoor relief of the poor.....	14,724.41
Salaries.....	8,649.84

#### Salaries and Employees—

John Kerwin, chairman of the board.....	\$450.00
Edward H. Judson, member.....	400.00
Theo. H. Menk, treasurer.....	450.00

#### Employees—

Arthur B. Ancker, city and county physician and superintendent of city and county hospital.....	\$ 3,500.00
O. J. Tong, secretary.....	1,200.00
C. J. Meade, first assistant physician.....	1,100.00
John B. Brimhall, second assistant physician.....	900.00
Jos. L. Hendry, sup't almshouse and poor farm.....	900.00
*James F. Jackson, inspector.....	600.00

\*NOTE.—Mr. Jackson is also paid \$600.00 by the associated charities.

#### THE WORKHOUSE.

The St. Paul workhouse, for the detention and punishment of the petty criminal, the vagrant and the class of offenders not important enough in crime to

merit a state prison sentence, is a model institution of its kind. It is governed by a board of directors appointed by the mayor, and is essentially non-political. It is practically self-supporting, as the prisoners are put to work and their product is marketed. A broom factory and knitting works are profitably conducted; twenty-five acres of land is farmed, and unskilled laborers are utilized for work in Como Park, which adjoins the house. The workhouse is located on forty acres, which were set aside from Como Park for the purpose, and its construction and situation are admirably adapted for its purposes. An annual appropriation is made for the workhouse from the general fund, and it is carried back into the general fund during the year. In fact, if the entire amount of work done for the city by the inmates was credited, the balance would show that the workhouse was actually conducted at a profit. The statement for 1895, entitled "Maintenance of Workhouse," shows that if properly credited with work performed, and with supplies on hand, the workhouse from the 1st day of January, 1895, to the 31st day of December, 1895, earned \$275.97 more than was expended for it. The difficulty of getting profitable work from men sentenced to the institution for from five to ten days, as the majority of them are, makes this financial showing a remarkable one. During 1895, the whole number of inmates has been 1,343, the average daily number 90.91, and the cost of provisions, per capita, per diem, has been \$0.0819.

The following are the directors and officers at present: R. B. Galusha, Chas. J. Monfort, Peter Bohland, Thomas Fitzpatrick and W. P. Murray, directors; John Fitzgerald, superintendent; D. C. Jones, physician.

Superintendent Fitzgerald is a penologist of high standing and large experience, and the statements above given are the result of his ability and knowledge of how to handle the class which comes to the workhouse. He is ably seconded in his efforts by his staff of assistants. The salary list is as follows:

Superintendent .....	\$2,700.00
Assistant superintendent .....	900.00
Hall Master.....	540.00
Engineer .....	594.00
Cook .....	648.00
Three guards, each.....	540.00
Teamster .....	480.00
Matron .....	360.00
Foreman .....	900.00
Physician .....	810.00
Night watchman.....	540.00

#### HEALTH DEPARTMENT.

The health department of St. Paul consists of eight employees, made up as follows: One health commissioner, one assistant commissioner, one bookkeeper, one live stock inspector, who is a veterinary surgeon; one meat inspector, who is a practical butcher; two health officers, or sanitary police, and one inspector of contagious diseases. The monthly pay roll is \$665, and there is no regular contingent fund. This department maintains a small-pox hospital, just beyond the city limits, which will accommodate twenty patients; it is a large frame building, situated on five acres of ground, and having both male and female wards. The health department vaccinates all who apply, free of charge.

Under the duties of this department comes the important matter of supervising the removal of garbage. The method in St. Paul is not satisfactory either to the health department or to the public. A contract has been let to a firm of contractors which provides that the contractors shall collect all garbage and carry it ten miles from the city limits. This is subject, however, to the following conditions: First, that garbage, so-called, shall consist of animal and vegetable matter only, and the presence of any foreign substance, such as wood, paper, ashes or tin cans shall change its character and release the contractor from any obligation to remove it; it is also provided that unless the householder provides a proper receptacle for garbage and puts it in a place convenient for the contractor, or his servants, to get at it, he need not touch it. As there is no ordinance in force making the duties of the householder imperative under penalty of a fine, the garbage contractor is allowed a latitude in the matter which is considered by many to be too great. Dr. Stone, the present health commissioner, whose high standing, professionally, indicates the efficiency of the department, believes that the present garbage contractors are earning the money they are getting for their work, but believes the contract price to be wholly inadequate to secure good service.

For \$14,725 the contractors agree to haul away and dispose of the garbage of a city of 142,000 people, and the consequence is that they do not get more than one-half the actual garbage. It will readily be seen that the contractors will offer no encouragement to the public to increase the amount of their work. In the central or business portion of the city garbage is collected daily and carted to flat cars, whence it is transported beyond the city limits; in the intermediate district it is collected three times a week, and in the outlying district, but twice a week.

Scavengers are licensed by the city council to do work in a sanitary manner, and must give a bond in the sum of \$5,000 for their proper conduct of this work; the city health department regulates their conduct, and a well authenticated report of any wrong-doing by them, or any of their servants, results in a refusal of permits. They are permitted to remove night-soil during certain hours, but must obtain a permit from the department first, which must be returned within five days, with a sworn statement of the work performed.

#### PUBLIC LIBRARY.

Saint Paul's public library is open to criticism; it has never had an adequate location and the appropriation for it has never been sufficient to make it as valuable as it should be. Neither have patriotic citizens assisted it by gifts and bequests as is customary in other cities. Insofar as the means at hand have allowed them, the library board has made a wise choice of the contents, and as a reference library it stands very well in comparison with more pretentious institutions. One of the effects of the financial restrictions is the fact that it cannot afford to purchase as many copies of new and popular works as the public

demands, and a new work must sometimes be spoken for weeks ahead to secure it. Another fact which retards its popularity is the location; it is crowded into a few rooms at the top of the city hall and court house, miserably adapted for the purpose, and where the ventilation is least satisfactory in the entire building. All these facts have combined to effect a falling off in the number of books used in the last year. It receives its income from a percentage of the general tax levy, and it amounts to only \$15,000 a year, which is augmented by the fines, sales of finding lists, etc., to the extent of an average of \$1,000 yearly. Of this amount, during the past year, \$6,875.97 was paid out for salaries; \$4,467.19 was expended in the purchase of new books and periodicals, and the balance was paid out for postage, binding, electric light, stationery, printing, shelving, insurance and repairs.

The number of books now in use is 40,773, and of these 3,164 were added during the year. The present number of persons holding cards, which entitle them to draw books from the library for home use is 10,471. The number of books taken out for home use during the past year was 186,336, while those used in the rooms amounted to 54,829, an aggregate of 241,165 volumes. The serials kept on file in the reading room number 198; of these 181 are periodicals, and 17 newspapers.

#### PUBLIC SCHOOLS.

The school system of St. Paul compares favorably with that of any city in the country. The government of the schools is vested in a board of seven members, appointed by the mayor for terms of two years each. These board members serve without pay. A superintendent, secretary and all other employes are selected by the board and their remunerations fixed by the same body. The present superintendent, Mr. C. B. Gilbert, is a progressive and successful educator, and under his direction the schools have developed and thrived until they rank now with the best in the United States.

There are in St. Paul, owned by the city, forty-five school buildings, varying in value from \$1,500 to \$250,000. The total value of all buildings, libraries, appliances and all properties of the school board is \$2,496,824.03. Of these schools there are four high school departments, the Central high, the Humboldt high, the Cleveland high and the mechanics' arts high school. The enrollment of all schools for the year ending June, 1896, was 22,000 pupils. The salaries paid are as follows: Superintendent, \$4,000; secretary of board, \$1,500; principals, from \$800 to \$2,500; grammar school teachers, \$500 to 700; intermediate teachers, \$400 to \$650; primary department teachers, \$400 to \$700; these salaries vary, as will be perceived, according to the importance of the duties. The total number of teachers employed at present is 527. The estimate for salaries for teachers for the ensuing year is \$353,500.

An annual appropriation for expenses, under a statutory provision, is made and for the year just closed amounted to \$464,771.12. The revenue is derived from the following sources: State apportion-

ment, special and local one-mill tax and tax levy certificates.

The course of study is practically the same as in all other metropolitan school systems, and much time is devoted to the dissemination of that practical knowledge which is most needed in contact with the outside world.

The present board of education consists of the following named gentlemen: Dr. E. J. Abbott, president; H. C. McNair, vice president; R. S. McNamee, L. L. May, A. Yoerg, Gustave Scholle and L. D. Wilkes. Jas. P. Healey is the efficient and courteous secretary of the board, with a vast amount of technical knowledge at his fingers' ends.

#### DEPARTMENT OF PARKS.

St. Paul is justly proud of her park system, which comprises a number of small but beautiful parks in the city and the park of 520 acres, which includes Lake Como. Como Park is a beautiful spot, made picturesque by natural hills and dales, shaded by stately trees and adorned by masterpieces of landscape gardening. A large pavilion is situated on the shore of the lake, and free band concerts are given during the summer months. The electric railway carries thousands to this lovely place every afternoon and evening, and it provides the humble citizens with all the pleasures of a large watering place at the nominal expense of street car fare.

The park system is under the supervision of a board of park commissioners, composed of four members appointed by the mayor.

#### PUBLIC IMPROVEMENTS.

St. Paul is certainly one of the best paved cities in the country. During the past two years, many miles of old cedar block pavements in the business portion of the city have been replaced with the best of sheet asphalt, giving the thoroughfares a cleanly and beautiful appearance. The city now has forty-five miles of paved streets, of which eight are of asphalt, twenty-eight of cedar blocks and the remainder of granite, brick, sandstone and pine blocks.

There are 148 miles of sewers, which cost \$2,830,000; fifty-one bridges, three of which span the Mississippi, erected at a total cost of \$2,710,400; sixty-seven miles of stone and cement sidewalks; 346 miles of wooden sidewalks; and 383 miles of graded streets.

The cost of grading, curbing and paving streets, and of building sewers and sidewalks is assessed against abutting property.

#### CITY CLERK.

The office of city clerk in St. Paul is an important one, and the duties are multifarious. The present force consists of the city clerk at \$4,500, assistant city clerk at \$1,500, and four clerks whose salaries aggregate \$2,800. During election times, when the clerk's duties are greatly increased, an extra compensation is allowed. It is the duty of the city clerk to keep a complete account of the meetings of the common council, to act as secretary for all such meetings, to act as ex-officio secretary of the park board, and as secretary of every committee meeting of the council. From the clerk's office are issued all licenses, and it is

the registry of all chattel mortgages and the repository of all city documents of record; the clerk is also the custodian of the city seal. No inconsiderable part of the work of this department is the annual report of the clerk, which is a voluminous document, comprising the reports of all city officials, and which is printed yearly. Matt Jensen is the present incumbent of the office, and is a thoroughly competent official, with a long experience in public life. E. E. McCrea, his assistant, is a well known newspaper man and his ability has been well demonstrated. All fees are turned over to the city treasurer, as are all monies received from licenses. The city clerk is also the custodian of the financial management of the market house and all market privileges, and is responsible to the city for the collection of all rents and compensations for the use of all city property.

#### CITY TREASURER.

The treasurer of the City of St. Paul is practically the cashier of the finance department, and his duties are largely a matter of routine. He collects all city funds, and receives and pays out all actual moneys. He is ex-officio treasurer of the water board, school board and park board. He chooses his depositories for the city funds, and receives from them interest at the rate of 2 per cent, which is placed to the credit of the interest fund. No fees or perquisites of any nature attach to the office. Chas. L. Horst, the present treasurer, is a business man of experience, and a hard working and competent official.

The cost of maintenance of this department is as follows:

City treasurer's salary.....	\$5,000.00
Ten clerks' salaries.....	7,460.00
One s enographer.....	540.00
Total .....	\$13,000.00

#### BUILDING INSPECTOR'S DEPARTMENT.

The department of building inspection is independent, the inspector being elected by the common council for a term of two years. The inspector appoints all his assistants and fixes their salaries. During the past few years the expenses of this important branch of the city government have been reduced repeatedly until the total appropriation for the current year is only \$5,900. William Kingsley, the present inspector, manages the department in a faultless manner, despite the fact that his allowance has been greatly curtailed. There are only six men and the salaries are: Building inspector, \$1,800; plumbing inspector, \$1,000; clerk, \$720; elevator inspector, \$780; one outside assistant, \$840; one outside assistant, \$660. It will be observed that these salaries aggregate \$5,800, leaving only \$100 for the sundry expenses of the office.

—Turkeys, chickens and choice birds are likely to get Dr. F. H. Stahle, superintendent of the San Francisco city hospital, into trouble. A bill for \$69 worth of fine poultry, delivered to the hospital in one month, has been turned down by the city auditor, and some officials have been cruel enough to assert that Dr. Stahle's appetite for fowl ought to be checked.

#### COLUMBUS HAWKERS' ORDINANCE.

The council of Columbus, Ohio, has adopted a new hawkers' ordinance, with some unique provisions. The ordinance in substance provides that it is unlawful to offer for sale, peddle or hawk any fruit, vegetables, wares, merchandise goods, vehicles, animals, etc., except the same shall be the product of his own raising or manufacture within the limits of the state. Each vehicle drawn by two horses shall pay a license of \$15 per year, each vehicle drawn by one horse \$10, for each push cart \$10, for each basket carried by one man \$5, coal oil and gasoline wagons drawn by two horses \$10, the same drawn by one horse \$5; for violations of this section the fine shall be not less than \$10 or more than \$25. Each one shall be required to secure from the city a metallic plate bearing the inscription "Licensed by the city," for a violation of which the fine is \$5. It shall be unlawful for a hawker, peddler or huckster to blow a horn, ring a bell or cry out in hideous or unnatural tones to attract the attention of people to his wares within the city limits. The fine for the violation of this article is from \$5 to \$10. The ordinance also provides that it is unlawful for any person or persons to furnish meals or lunch within or from any vehicle or wagon upon the streets or highways of the city without paying for each vehicle or wagon a license of \$25 per annum. A violation of this section is punishable with a fine of from \$10 to \$25.

#### TELEPHONE FRANCHISE WANTED.

The Phoenix Telephone Company, backed by President Naughton, of the Standard Telephone Company of New York, is after a twenty-year franchise in Indianapolis, offering terms which seem very enticing. The new company promises to furnish telephones to residences for \$2.50 per month, and to business houses within a prescribed limit for \$3.50, fully 50 per cent below the rates of the company now occupying the field. In return for the franchise rights the company offers to maintain a free city fire alarm system, place all wires under ground, and, beginning in 1900, to pay the city annually an amount equal to 5 per cent of the company's gross earnings. It is stipulated, however, that there shall be a reduction of 3 per cent when other companies are similarly taxed, and that the Phoenix shall have the right to construct a conduit system to be used by other telephone and telegraph companies.

#### KILL DOGS BY ELECTRICITY.

Unlicensed canines at South Omaha, Neb., having the misfortune to get into the dog-catcher's hands, will experience the sudden sensation of being killed by electricity. The dog pound at that city has recently been fitted out with an electrical apparatus, which is said to kill dogs with neatness and dispatch. E. S. Dimmock, superintendent of the South Omaha Electric Light company is the inventor of the appliance, which is operated at small expense. South Omaha is, perhaps, the first city in the country to use electricity for destroying unredeemed dogs.

## CITY GOVERNMENT.

A Monthly Magazine for City Officials and others interested in Municipal Affairs.

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### EDITORIAL NOTES AND COMMENTS.

City Government is a monthly magazine devoted to the practical affairs of municipalities. It is designed primarily for city officials, and incidentally for good citizens and taxpayers who interest themselves in the affairs of their municipalities. It is not, and never will be, an organ of the theorists for the exploitation of their various proposed and untried remedies for all the ills and evils in municipal government. Improvement in the government of our municipalities rests mainly with the city officials, and their greatest requisites in the work are experience and knowledge. It is for the interchange of experience and knowledge between officials that this magazine exists. If City Government is read by the thousands of city officials in this country, who by reason of their desire to administer the affairs of their offices to the best of their ability, recognize the value of the experience and knowledge of others in similar positions, it will have accomplished its purpose. We trust that the official whose greatness is so illustrious that the lamp of knowledge is useless to him will not give us his patronage, for his money, like himself, might be too good for mortal use.

Several weeks ago we mailed circular letters, soliciting subscriptions for City Government, to a large number of city officials throughout the country. We did this to test the demand for the proposed publication, and the result of the test has been more than satisfactory to us. We have received four times the number of subscriptions expected. It is entirely within reason to presume that when a periodical can receive subscribers in advance of its first appearance there must be an exceedingly healthy demand for it. We believe that a careful examination of City Government will convince all of our advance subscribers that it is fully up to our promises.

De Vello W. Selye, a member of the city council of Rochester, welcomes City Government in this way: "My family has represented in our common council the northwestern and northern portion of Rochester, off and on, for the past fifty-five years. I am, therefore, in a position to hail with delight a mag-

azine treating of the subjects you propose to discuss. There is no subject that has been so meagrely treated as comparative municipal government. Your field is wide, and the awakening sense of American municipalities against the further empirical way of governing and managing municipal affairs, as have obtained in the past, should warrant your venture. I congratulate your company upon the discernment that prompted this patriotic venture. It will pay. Go on. Success to you, and may all men see that you are equal to the grand and complicated subjects you have undertaken to handle."

J. A. Johnson, the mayor of Fargo, N. D., sends two subscriptions to City Government with this letter: "Enclosed I hand you order for copy of City Government for my own use. You may also send one to city of Fargo direct. If it is what you say in your prospectus that it will be I want a copy of it filed with our city auditor for reference. I hope you will be successful in your enterprise, and know of no reason why you should not be."

Michael Mullen, of the Cincinnati board of legislation, writes: "If your periodical is what you promise it will be you can have my support in trying to make it a success."

B. B. Paddock, mayor of Fort Worth, Tex., writes: "Such a publication as you propose ought to fill a long felt want. Municipal government is one of the most serious questions that confronts us at this time, and will become more serious and difficult unless the business men of the cities take a greater interest in public affairs."

A. W. Love, superintendent of buildings, Kansas City, Mo., in writing of City Government, says: "Such a work, if properly prosecuted, will certainly receive the hearty support of all who interest themselves in city affairs. I wish you success."

C. E. Richardson, city clerk of Duluth, is one of the most obliging little men on this globe. If all public officials were like him, re-elections would be more frequent.

—Director of Public Works Bigelow, of Pittsburgh, is one of the most popular men in that city, in spite of the fact that he occupies an office where unpopularity is easily attained.

—If Mayor Pingree, of Detroit, is not made governor of Michigan it will be because the people of the City of the Straits do not want to part with the best mayor they ever had.

—Ernest L. Allard, vice president of the St. Paul board of aldermen, is the only democratic member of that body. It was a gracious act on the part of the republican members to make Mr. Allard their vice president.

# FIRE AND POLICE.

—Pittsburg is about to try a fire company composed exclusively of negroes.

—An effort is being made by the policemen of Cleveland to establish a gymnasium.

—Fifty new men were added to the metropolitan police of Washington, D. C., on July 1.

—The street railway officials of Milwaukee have rescinded the rule heretofore in force under which city firemen in uniform were permitted to ride free. Policemen still enjoy free rides.

—Chief of Police McChesney, of Orange, N. J., has issued an order for the enforcement of the blue laws. All storekeepers, except pharmacists, are required to refrain absolutely from business on Sunday.

—All the crimes that formerly attended Sunday rum-drinking in New York have greatly diminished since the Raines law went into effect. The police find little work to do on Sundays, and most of them are praising the Raines act.

—Chief of Police Irwin, of Kansas City, has issued an order requiring all policemen above the rank of turnkey to report for drill every day. The drill lasts for an hour each day. The men are put through a number of military evolutions, riot drill, baton exercises and other forms of tactics considered expedient in the department.

—Minneapolis firemen working on the roof of a hotel building at a recent fire were severely shocked by live wires which were strung but a few feet above the roof. There is an ordinance requiring wires above the roofs of buildings to be elevated seven feet, and by this experience it was discovered that the law was not generally observed. Consequently, the city wire inspector has gone to work to see that all live wires are properly elevated. It is a matter of importance to firemen in all large cities to see that danger from live wires is obviated.

—Policemen will be interested in the outcome of a recent law suit at Pittsburg. Some time ago Police-man Dillon, while patrolling his beat, tried to remove a live wire from a sidewalk where people were passing. He was killed, and his widow sued the Allegheny County Light company for damages, and secured a verdict for \$5,000. The company moved for a new trial, claiming contributory negligence. Judge McClung refused a new trial, holding that it was the duty of the officer to protect the lives of pedestrians by removing the wire. A private citizen might be guilty of contributory negligence, but not an officer, who swears to protect lives and property.

## BEATS MADE STRAIGHT.

Chief of Police Badenoch, of Chicago, has decided that a change in the patrol system is necessary, and he has devised a scheme which he intends to try, for

awhile at least, and see if it will not give better results.

Under the present system the patrolman travels a beat covering many blocks, pulling his box at regular intervals, and all the while leaving three-fourths of his beat unprotected. The chief now proposes to have each patrolman walk a straight beat and pull the box every thirty minutes. When Officer Jones, for instance, leaves a corner and starts due west, north, south or east, as the case may be, Officer Smith starts in the opposite direction from a point a mile away, and travels a parallel beat, one block distant, coming toward Jones. With the city divided into squares, each one mile across, it is planned to have each portion crossed and recrossed in this manner, so that every few minutes an officer will be in sight.

Another part of the chief's plan is to have about six keys left in drug stores and other business houses, where the responsibility will be accepted, and have notices posted on each patrol box where these keys may be found. The chief says that under the new plan each patrol man would travel two miles an hour and work nine hours.

# PUBLIC IMPROVEMENTS.

—Something like \$6,500,000 is to be expended on the improvement of the streets of New York this year and next.

—South High street, Hartford City, Ind., is being paved with brick on a six-inch gravel base. The cost is \$8.63 per lineal foot.

—The first asphalt pavement at Saginaw, Mich., is now being laid on Genesee avenue. The Barber company is doing the work.

—J. B. McGorrick has secured the contract to pave West Third street, Waterloo, Iowa, with Des Moines brick, at \$1.26 per square yard.

—Batavia, N. Y., has leased a fifteen-ton road roller with the intention of buying it in case a saving is effected in the maintenance of roads by using it.

—City Engineer McCiure, of Worcester, Mass., has submitted a lengthy report to the city council in which he recommends the separation of surface water and sewage. He estimates that it will cost \$892,000 to reconstruct the sewer system on the separate plan.

—The board of highway supervisors of Philadelphia require all parties who tear up paved streets for the purpose of laying conduits, pipes or sewers to maintain the pavement as relaid in good repair for such a period as shall cover the term of any guarantee already in existence.

—The Warren-Scharf company secured the Main street asphalt paving contract at Dayton, Ohio, at \$2.45 per square yard. Two other contracts for paving with East Clayton block, a kind of vitrified brick, were let to Kinnear & Graham at \$1.87 per square yard.

August 1896.

—By the purchase of the Point bridge for \$400,000, Pittsburg recently became the owner of all the public bridges spanning the Monongahela river within the city limits. The three structures cost \$1,120,000 in cash, and \$575,000 in debt assumed. The money was raised by an issue of bonds. There is a scheme to free the bridges connecting Pittsburg with Allegheny, but city attorneys have declared this illegal.

—Contracts were recently awarded for the paving of a number of streets in the central portion of Minneapolis with asphalt. The Warren-Scharf company secured the contract for the streets with car tracks at \$2.43 per square yard for Trinidad material, and the Assyrian Asphalt company took the contract for the streets without car tracks at \$2.38 for Utah lime rock asphalt.

—Ald. Schranck, of Milwaukee, is not satisfied with the way street improvements are killed in his city. When paving propositions are brought up in the council it is the custom to refer them to the ward aldermen, who are easily persuaded by their constituents to defer action on account of the expense. Ald. Schranck thinks better results could be obtained by appointing a board of fifteen street commissioners to decide upon all proposed street improvements, the majority ruling, and their action being final. The alderman is very anxious to see better street paving in Milwaukee.

#### PUBLIC LAVATORIES IN NEW YORK.

The city of New York is to have public lavatories, which are so necessary to the sanitary provisions of all large municipalities that it is a wonder they have not been made common in all of the big American cities years ago. In connection with the New York lavatories there will be public baths and retiring rooms. A bill authorizing the commissioner of public works to erect these buildings was passed at the last session of the state legislature, and the city board of estimate and apportionment has now set aside \$150,000 to be used for the realization of the terms of the act.

#### PAVING PRICES FORCED DOWN.

The recent drop in paving prices in Pittsburg and Allegheny have caused officials of other cities to write for particulars. Pittsburg has just let contracts for paving sixty-four streets. No. 2 asphalt pavement, which has a stone foundation of six inches, an inch and a half binder, and the same thickness of top coat, was reduced from \$2.50 to \$1.85 per square yard. The favorite asphalt pavement in Pittsburg is No. 7, which has seven inches of concrete and two inches of top coat. It now costs \$1.87.

Heretofore Booth & Flinn got nearly all the city paving. The Pennsylvania Asphalt Paving Co., of Philadelphia, and other competitors appeared in the field, and forced prices down. All the Philadelphia company's proposals were thrown out because they specified Bermudez asphalt instead of Trinidad Lake. Taxpayers entered suit to compel the city officials to

allow Bermudez to be used. The case has not yet been called in court. City officials say the reason they specify Trinidad asphalt is because it is not an experiment.

Over in Allegheny contracts were recently let for 100,000 yards of paving. While there was a big reduction from former prices, the bids were still higher than those given to Pittsburg.

#### BIG IMPROVEMENTS AT CLEVELAND.

No other city in the United States of the same relative importance and size of Cleveland has the construction of as many large public works in immediate contemplation as that city. Before the summer is far advanced the first steps towards improvements, which will cost between \$5,000,000 and \$7,000,000, or even more, to complete, will be taken. About a month ago, in view of this immense expenditure of the people's money, Mayor Robert E. McKisson appointed three advisory boards, which are known as the river and lake front commission, the garbage crematory commission and the sewerage commission. These boards now hold weekly meetings, and are devising the best means for the consummation of the vast projects which have been undertaken.

The first named commission has made the greatest headway thus far, having held three meetings. The reason for this is that the work which it has under consideration is the most urgent. The Cuyahoga river is to be doubled in width from its mouth to a point fully a mile from Lake Erie. The United States government will widen the stream as far as the Lake Shore and Michigan Southern railroad bridge, a distance of several hundred feet.

The first question which the garbage commission will discuss at its next meeting will be that relating to the construction of a crematory. Health Officer Hess has prepared specifications for the removal and disposal of garbage, and they will be submitted to the board. Mayor McKisson has obtained a large amount of information and statistics on the subject from other cities. Cleveland now has no system of that nature, and the need of one is imperative. Dr. Hess' plans call for a plant which will consume 125 tons of garbage every twenty-four hours.

The sewerage commission has held only one meeting. This is because of the uncertainty which existed regarding the validity of the bond laws, but now that this question has been permanently settled, meetings will be held regularly. The sewer system of Cleveland consists of several large mains to which hundreds of smaller sewers are tributary. The former empty into the lake, which is the source of the city's water supply and contaminates to a palpable extent the water. Six months ago three expert sanitary engineers of national reputation were employed to devise a new system of disposing of the sewage and to relieve the source of tainting the water used for domestic purposes. They recommended the construction of a main intercepting sewer along the lake shore the entire length of the city, into which all the mains which at present empty into the lake, could deposit their sewage. The in-

terceptor would open into the lake several miles east of the city and the currents and winds would, they reasoned, carry the great mass of impurities down the lake towards Niagara Falls. This system is being discussed by the sewerage commission. This board has also under consideration the extension of the water works. The expert engineers recommended the construction of a new underground tunnel about six miles out in the lake, where the water is free from sewage contamination. This is four miles beyond the present intake. Borings to ascertain the nature of the lake bottom are now being made under the direction of the department of public works.

## TAXES AND FINANCE.

—Elreno, O. T., tired of paying \$60 a month rent for its city hall, and bought the property for \$2,500.

—The total assessed valuation at Scranton, Pa., is \$20,186,713, an increase of \$386,000 over last year.

—The council at Homestead, Pa., has adopted an ordinance taxing wagons \$3 and bicycles \$1 per year.

—Painesville, Ohio, will issue bonds for \$150,000 to purchase the plant of the Painesville Water Works company.

—The circus license at Janesville, Wis., has been placed at from \$20 to \$75 a day, in the discretion of the city clerk.

—The Milwaukee city treasury gets only  $1\frac{1}{2}$  per cent on daily bank balances, and there is talk of advertising for bids again.

—The salaries of south town officials, in Chicago, have been fixed for the ensuing year: Assessor, \$7,500; clerk, \$3,500; supervisor, \$5,000; attorney, \$2,500.

—Farson, Leach & Co., of Chicago, were the successful bidders for the \$400,000 worth of 4 per cent thirty-year water bonds, recently sold by Allegheny, Pa. Their bid was 107.

—In the Allegheny county commissioners' annual report to the auditor general, filed recently, the value of the taxable real estate in the city of Pittsburg, is given at \$230,829,745. That of Allegheny is \$74,504,495.

—City Comptroller Gourley, of Pittsburg, refuses to pay the salaries of the park police because the latter are hired by the director of public works instead of by the director of public safety. The matter will be settled in the courts.

—W. J. Lyon has been appointed deputy controller of New York city, in place of the late Richard A. Storrs. Mr. Lyon has been auditor of the finance department for thirteen years, and is thoroughly capable of the duties of his new position.

—Cedar Rapids, Iowa, has brought suit against ex-Treasurer Stoddard and his bondsmen for \$11,582, the amount of Stoddard's shortage at the time of his retirement from office about three months ago. Mr. Stoddard was city treasurer for more than fifteen years.

—W. J. Hayes & Sons, of Cleveland, were the successful bidders for the \$100,000 of school bonds recently issued by Minneapolis, their bid being \$105,250. The bonds are for thirty years at 4 per cent.

—The city attorney of Milwaukee has decided that the ten boats of the Goodrich line should be assessed for taxation by that city, because they are owned by a Wisconsin corporation, which holds annual meetings in Milwaukee. The boats, ten in number, are among the largest and best on Lake Michigan. They are all registered in Kenosha, Wis., and some of them seldom if ever enter the Port of Milwaukee.

—City Treasurer Elliott, of Des Moines, has a unique and praiseworthy idea on economy. He recently shipped to New York \$300,000 of city bonds. Instead of paying currency rates, which would have involved an expenditure of \$300 for expressage, he insured the bonds in a local guarantee company at a cost of only a few dollars, and then confided them to the custody of the express company, without risk, for transfer to New York.

—The net municipal debt of New York city is little more than double the net municipal debt of Brooklyn. The assessed valuation of New York city real estate is more than three times greater than the assessed value of Brooklyn real estate. The population of New York is twice as large as the population of Brooklyn. The total value of real estate exempted from taxation is \$200,000,000 in Brooklyn, and \$400,000,000 in New York city.

—Independence, Mo., has fixed a license schedule like this: All vehicles for hire, \$5; title abstracters, \$5; bakers, \$5; bill posters, \$25; billiard and pool tables, \$10; barber shops, \$2 to \$5; fruit stands, \$10; blacksmith shops, \$5; florists, \$5; grain, provision and stock brokers, \$25; house movers, \$25; insurance companies, \$300; real estate agents, \$5; meat markets, \$15; pawnbrokers, \$25; photographers, \$5; laundries, \$25; restaurants, \$5; ice and feed dealers, \$15; tailors, \$10; shooting galleries, \$2.50 a day, and fortune tellers, \$5 a day or \$10 a week. Circuses must pay \$50 a day for exhibiting, and what are known as "traveling stores" must pay license at the rate of \$500 a year.

—The ways and means committee of the Columbus, Ohio, council, have decided to recommend the following tax levy for the ensuing year: General expense fund, 1 mill, \$61,000; police, 1.5 mills, \$91,500; fire department, 2.4 mills, \$146,400; sanitary department, .4 mill, \$24,400; city hall, .075 mill, \$4,500; gas and light, 1.2 mills, \$73,200; sewers and drainage, .1 mill, \$61,000; library, .175 mill, \$10,675; poor fund, .025 mill, \$1,525; City Park, .05 mill, \$3,500; Goodale Park, .07 mill, \$4,270; Franklin Park, .07 mill, \$4,270; all other parks, .005 mill, \$305; workhouse, .1 mill, \$61,000. This makes a total city levy of 7.17 mills, .19 mills less than that of last year.

—Mayor Rankin, of Elizabeth, N. J., has submitted to the city council the following estimate of appropriations necessary for the year, beginning July 1: Schools, \$90,350; streets, etc., \$18,000; police, \$42,000; fire, \$12,500; poor and alms, \$14,500, including \$5,000

for hospital; lamps, gas and water, \$19,500; printing, \$2,500; public grounds and buildings, \$4,800, less market receipts, \$700; salaries, \$10,900; health, \$10,000; water and hydrants, \$8,000; sewers, \$2,500; district court, \$4,000, less \$700 for fees; assessing and collecting, \$9,000; contingencies and elections, \$10,000; interest on debt, \$134,405.20.

#### BIG LOAN DISCUSSED.

In Philadelphia councils there is pending a bill providing for the creation of a loan of \$8,000,000 for the improvement of suburban roads, the completion of the boys' high school, and erection of new school buildings, building main sewers, improvement of gas works, building art gallery and new almshouse, abolishing grade crossings, equipment and maintenance of the Philadelphia museum, improvement of water supply by filtration, a municipal library building and a number of other necessary improvements.

At a meeting of the common branch of councils on June 25, the bill was discussed at great length, but no action was taken. The organized opposition made the provision for the public library its point of attack. Mr. Anderson introduced an amendment striking out the \$1,000,000 appropriation for the library and increasing the item for the erection of schools from \$900,000 to \$1,400,000, and the item for the improvement of the water supply \$1,200,000 instead of \$700,000. Mr. Anderson argued that the library was a luxury, and that the city had no legal right to make an appropriation for it. He argued on the necessity of more school accommodations.

His long argument was negatived by Mr. De Haven, who answered each of Mr. Anderson's arguments in their turn, and in addition made a long speech in favor of the bill. He pointed out the inconsistency of the opposition on the ground that the city had no right to contract the loan, when the opponents did not favor a reduction in the amount of the loan, but simply wanted the library left out in the cold. "Defeat this bill," declared Mr. De Haven, "and the march of progress in Philadelphia will be blocked for a decade at least."

#### UNPOPULAR LICENSE LAW.

Mayor McKisson, of Cleveland, has decided not to enforce the new license law which was passed by the last legislature at his instigation for the purpose of increasing the revenues of the city. The law was to go into effect July 1, but so much opposition to it was engendered among classes of citizens who would be affected by its operation that the mayor concluded to kill it, which he did by neglecting to appoint a commissioner of licenses, a provision for which appointment he wisely caused to be inserted in the bill before it became a law, anticipating that it might be an unpopular measure.

The law taxed bicycle riders 75 cents a year, and owners of all other vehicles which were used on the streets, according to their size, weight and style. Commission merchants, pawnbrokers and other kinds of business people were to be licensed, and many of them raised serious objections. The act provided that the taxes raised from vehicles of all kinds, including bicycles, should go into the street cleaning fund.

The city has a system of licensing, but it is not as broad as that contemplated in the new law, nor as that in vogue in almost every other city of any importance in the United States.

#### BALTIMORE CITY FINANCES.

Baltimore now has a funded and guaranteed debt of \$32,649,818.43, against which are sinking funds of all kinds amounting to about \$3,000,000. About \$1,600,000 is in the general sinking fund applicable to the numerous loans for which no special provision has been made. A start has been made to keep up the sinking fund for all the latest loans, as for many years this important feature of municipal finances has been sadly neglected. Heretofore maturing loans have been as a rule extended because of the inadequacy of the sinking fund. The funded debt has not yet stopped growing. Of the recently authorized four million loan, but \$722,500 has been issued, and there is over a million dollars yet to be issued as work on the new court house progresses. Then the court house commission has authority to draw on another million loan for extensions of the original plan of the new building. In the four million loan provision is made for the extension of the water supply and for additional water mains. The voters will determine at the November election whether to authorize a loan of \$1,600,000 for funding the floating debt, and \$1,000,000 for a general system of subways in order to put all wires under ground, so that there is a possibility of increasing the debt of the city by nearly \$7,000,000 should all the loans be authorized and issued.

## LIGHT AND WATER.

—The water supply at Rockford, Ill., is said to be inadequate, and a discussion of ways to increase it is now going on.

—The council of McKeesport, Pa., has made a contract with the Fort Wayne Electric company for the construction of a municipal electric light plant.

—There is a big reduction in water rents at Pittsburgh this year. Last year an eight-roomed house cost \$25 per year. This has been reduced to about \$16.

—West Union, Iowa, is in darkness because the street light fund has been exhausted, and the council refuses to make an extra appropriation. There will be no street lights until September.

—The city of Springfield, Ill., has just completed the first year of its experiment of municipal electric lighting. It has furnished double the amount of light received by the city under the contract plan and saved about \$1,600.

—The Syracuse Gas company has arranged to collect its monthly gas bills through the agencies of the American express company, and by the payment of a small fee gas consumers can pay their bills at these agencies, which are distributed over the entire city.

—Glens Falls, N. Y., has just made a new street lighting contract for two years. The terms call for 85 electric arc lights of 2,000 candle power each, to be lighted from half an hour after sunset until one hour before sunrise, 365 nights a year, at 3½ cents per light per night.

—The new intake tunnel of the Chicago water works, extending two miles into Lake Michigan, has been completed, and there is, in consequence, an accretion to the daily water supply of 35,000,000 gallons. The two pumping stations now in operation at Chicago have a daily capacity of 250,000 gallons.

—A five-year contract under which the city of Sycamore, Ill., pays a private corporation \$72 per year each for thirty arc lights of 2,000 candle power expires this year. At the recent election aldermen pledged not to renew this contract were elected, the majority of the citizens being evidently in favor of municipal ownership. There are hundreds of cities where arc lights, even on the moonlight schedule, the plan used in Sycamore, cost more than \$72 a year.

—G. H. Benzenberg, city engineer of Milwaukee, in reply to an inquiry, writes: "The city council is advocating the erection of a municipal electric lighting plant. Nothing, however, has as yet been done, nor has any estimate of the cost been prepared. The city is at present under a contract with a private corporation to light the streets for a period of five years from January 1st last. So you see that the erection of a plant is a matter of the future."

—The Potomac Electric Lighting company has entered into competition with the United States Electric Lighting company for furnishing the arc lights to illuminate the streets of Washington, D. C. The new company offers arc lights at \$100 a year, which is less than is being paid to the United States company. The latter company claims the exclusive right to maintain electric arc lights in the District of Columbia, and denies that the commissioners have the right to receive bids for furnishing arc lights. The matter is unsettled.

—At Portland, Me., there is a plan under way to secure cheaper street lighting. The city is now paying \$120 a year per arc light, and a company owning a water power near the city offers to put in an electric plant and furnish arc lights at \$47 a year. There is a law, however, which prohibits any new company from running electric lines into the city without the consent of the existing company. The plan of the new concern is to arouse public sentiment in favor of their proposition, so as to have the exclusive law repealed.

—The city of Baraboo, Wis., intends to purchase the water works in accordance with a contract made with the water company nine years ago. The works have proved a splendid investment for the company.

—The case of the water works company against the city of Des Moines has been decided in favor of the company. The city had fixed rates for the company and the latter went into court to prevent the enforcement of the ordinance. The court holds that

the rates are not compensatory, and that the ordinance is invalid. It is held that the company has a right to lay by a certain sum per year as a sinking fund to replace the capital at the end of the franchise period, for the company has no right to presume that it will receive another franchise.

## SCHOOLS AND LIBRARIES.

—A public library building will be erected at Des Moines, Iowa.

—The Sioux City (Iowa) board of education has adopted the one-session plan.

—J. B. Estabrook has been elected superintendent of public schools at Racine, Wis. He comes from Grand Haven, Mich.

—The public library of Philadelphia provides boxes of books for the telegraph offices, railway stations and fire engine houses.

—The Blackstone Memorial library, at Brantford, Conn., a building that cost \$300,000, has been formally presented to the town.

—A proposition to issue \$80,000 of bonds for the erection of a library building was submitted to a vote at Akron, Ohio, recently, and defeated.

—The Newberry library, Chicago, will put in a department of military literature. It is believed that this will be the only public institution in the United States so equipped.

—The appropriation for the German department of the Chicago public schools for the ensuing year is \$100,000, a reduction of \$30,000 from the amount allowed for the preceding year.

—One of the features of the free library of the Pratt institute in Brooklyn is a children's room. It contains about 150 selected volumes for children, and a librarian will be in attendance to suggest books to the little folks, and to advise them in their reading.

—President A. J. Lindemann, Adrian Houtkamp, Simon Kander, F. W. Livger, J. E. Wildish and Louis Meixner, of the Milwaukee board of education, have announced their intention to attend the convention of the National Educational association, to be held at Buffalo, Oct. 8-10. An effort will be made to secure the 1897 convention for Milwaukee.

—It is proposed to institute shower baths in the Boston public schools for the benefit of the pupils. The school committee has already introduced cooking and sewing schools, but it shrinks from undertaking to establish baths. To one who has not investigated the subject the idea is one which could best be carried out by a maternal government. The practical difficulties in looking after the bathing of a large number of children seem great, but the idea is novel and progressive.—*Harper's Weekly*.

—The Chicago board of education will ask the state legislature next winter to pass three laws to aid them in their work. This is what the board will ask:

A law giving the board the right to condemn property for school sites; a law giving protection to enumerators in gathering the school census; a law giving the board authority to establish homes for truant children where they can be confined until reformed.

#### SALARIES OF CHICAGO PRINCIPALS.

The Chicago board of education has adopted a new method of grouping the schools and paying the principals. The grammar schools are divided into five groups and the primary schools into four groups.

Of the grammar schools in the first group, consisting of seventy-five schools, with a membership each of 900 or more pupils, the principals will be paid \$2,000 for the first year, and \$100 more each year until the sum reaches \$2,500. In the second group, consisting of thirty-seven schools, with a membership of between 700 and 900 pupils, the principals will be paid \$1,700 a year, and \$100 more each year until the sum reaches \$2,200. In the third group, consisting of thirty-three schools, with a membership of between 500 and 700 pupils, the principals will be paid \$1,500 a year, and \$100 more each year until the sum reaches \$2,000. In the fourth group, consisting of twenty-three schools, with a membership of between 200 and 500 pupils, the principals will be paid \$1,250 a year, and more each year until the sum reaches \$1,500. In the fifth group, consisting of five schools, with a membership of less than 200 pupils, the principals will be paid \$1,100 a year, and more each year until the sum reaches \$1,200.

Of the primary schools in the first group, consisting of ten schools, with a membership of 900 or more pupils, the principals will be paid \$1,700 for the first year, and \$1,800 for the second and subsequent years. In the second group, consisting of fourteen schools, with a membership of between 600 and 900 pupils, the principals will be paid \$1,400 for the first year, \$1,450 for the second year, \$1,500 for the third year, and \$1,600 for the fourth and subsequent years. In the third group, consisting of six schools, with a membership of between 300 and 600 pupils, the principals will be paid \$1,250 for the first year, \$1,350 for the second year, and \$1,400 for the third and subsequent years. In the fourth group, consisting of four schools, with a membership of less than 300 pupils, the principals will be paid \$1,050 for the first year, \$1,100 for the second year, and \$1,200 for the third and subsequent years.

It was agreed that for the purpose of grouping the membership should be estimated twice each year, and the salary altered accordingly. The membership on Sept. 1 is to be the average membership of the last four months of the preceding school year, and the membership on Jan. 1 is to be the average membership of the preceding four months.

#### A DEMAND FOR CURRENT LITERATURE.

Some months ago the Minneapolis board of library commissioners withdrew current magazines from the circulation department of the public library. For this they were severely criticised by the daily newspapers, and the advertising given the matter in this

way was really the first knowledge many people had that a current magazine could be drawn from the library, the same as any other book in hand. The result was a heavily increased demand for the magazines, and their restoration to popular circulation by the library board.

Fifteen different magazines are now purchased by the board, with a total of 344 copies. There has been some rearrangement of the assortment purchased, as the librarian has found, by studying the wishes of the subscribers, and noting the applications made, that many of the magazines heretofore thought to be indispensable can be reduced to one-half in number.

For instance, it has been found that the demand for the Popular Science Monthly is only half what it was generally supposed, whereas the demand for McClure's and the Cosmopolitan is double. In this way the assortment has been adjusted and re-arranged, until the library now receives each month the following: Arena, 23 volumes; Atlantic, 16; Cassell's, 9; Century, 31; Cosmopolitan, 25; Forum, 24; Harper's, 32; McClure's, 28; Munsey's, 19; New England, 14; North American, 22; Popular Science Monthly, 8; Review of Reviews, 38; Scribner's, 30; St. Nicholas, 30; total, 344.

#### CHICAGO PUBLIC LIBRARY REPORT.

The annual report of the Chicago public library shows that 1,173,586 volumes were taken to homes from the library and substations during the year ended June 1. These figures show that more books were taken from Chicago's public library than any other institution of the kind in the world. Manchester, Eng., is next, with 975,944 volumes; Boston, third, with 847,321, and Birmingham, Eng., fourth, with 818,312. The total number of volumes held by the Chicago public library is 217,203. The number of new books received during the year was 10,485. A number of new substations, with reading rooms, will be added during the ensuing year.

#### MAGNIFICENT LIBRARY GIFT.

The celebrated American historical collection of Dr. Thomas Addis Emmet has been presented to the New York public library. Dr. Emmet has been making the collection since 1840, when he was 12 years old. It deals principally with the revolutionary period, and is remarkably complete. The collector estimates that it has cost him not less than \$300,000. Dr. J. S. Kennedy, the banker, arranged with Mr. Emmet for the gift to the library, having paid the collector an amount not made public, but believed to be about \$150,000.

Dr. Emmet's collection is made on an unusual plan. He has taken, when possible, some standard history of the period undertaken. Every person mentioned in the book is represented by one or more autograph letters, by letters from prominent men relative to his affairs, and by a portrait. When prints or engravings have not been obtainable, the collector has searched through the man's family until he has found a painting or likeness of some sort, to be copied. Events are commented upon by autograph letters from prominent men, and illustrated by the original documents. This

has been possible in revolutionary history because for a long time it was customary for public officers to take with them, at the conclusion of their period of office, all the papers collected during their terms.

#### ST. LOUIS LIBRARY REPORT.

The annual report of the St. Louis public library has just been issued. According to it the total registration at the end of the first year of the library was 26,064, with 24,343 cards in use at that time. During the past year over 12,000 names have been added, making the total registration 38,421. Of these 11,420 are men, 12,421 women, 14,533 children and 47 are institutions. On May 1, 30,312 cards were in use.

The expenditure from the book fund was \$15,880. In round numbers, \$9,000 went for books, \$6,000 for binding and \$800 for periodicals. During the year 8,449 volumes were added to the collection, of which 2,028 were gifts. The volumes purchased cost an average of \$1.54 apiece. They included many important medical books and periodicals. Of the books added 607 were German and 307 French.

The total issue of books for home reading was 472,718, an increase of 141,292, or nearly 45 per cent over the previous year. The total issue of books and periodicals was 688,942, a gain of 151,529 over the previous year. The average daily issue, including Sundays and holidays, was 2,102. Out of nearly three-quarters of a million books and periodicals issued, only 40 were not returned.

## PARKS AND BOULEVARDS.

—There is talk at Sioux Falls, S. D., of converting Hunter Grove into a public park.

—The park policemen of Cleveland, who work twelve hours a day, are allowed a day off every two weeks.

—An open-air gymnasium and public bath, to cost \$1,500, will be constructed in Douglas Park, Chicago.

—In the appointment of park policemen at Milwaukee preference is given to men who speak both the English and the German languages.

—Mayor Fawcett, of Tacoma, Wash., has appointed an entirely new board of park commissioners, consisting of F. T. Olds, D. F. Murray, D. Humphries, W. A. Hitchcock and Louis Levy.

—The council and the Commercial club of Great Bend, Kan., have made arrangements to place seats and a fountain in the court house park. The water company will supply the fountain free.

—The New York board of street opening and improvement has decided to open a new park on the east side. The site selected is bounded by Division, Norfolk, Hester and Suffolk streets, and the land will cost \$1,300,000.

—An electric plant to supply 240 arc lights and 900 incandescents has just been completed for Lincoln Park, Chicago. The plant was put in by the park commission at a cost of \$40,000. Fifteen miles of conduit and cable were laid, and 240 posts erected.

## CITY GOVERNMENT.

#### NEW PARKS FOR BROOKLYN.

Brooklyn is now improving a number of new parks, the most important of which will be known as Dyker Beach Park, Bensonhurst Beach, Lincoln Terrace, Canarsie Beach, Brooklyn Forest, New Lots Play Ground, Cooper Park, Irving Square and Saratoga Park. Brooklyn Forest, the largest of these new pleasure grounds, exceeds Prospect Park in area, having 535 acres. It is situated on the confines of the old Township of Jamaica, in the region known as Richmond Hill; and to the southward is a broad plain, rapidly filling up with modern homes, and beyond is the beautiful Jamaica Bay. Dyker Beach Park is situated upon the shore of the lower bay, adjoining Fort Hamilton, and it will make a splendid seaside resort. Several trolley roads reach this beautiful spot. Bensonhurst Beach is opposite Norton's Point, a few miles further down the shore from Dyker Beach, and it will afford a fine watering place for the residents of Gravesend and New Utrecht. The other new parks are smaller, and are located in thickly settled portions of the city. When these new places are completed there will be nineteen tracts of land where Brooklyn people may breathe the fresh air and enjoy the beauties of nature. Park Commissioner Woodruff is entitled to great credit for the capable manner in which he is caring for the extension of Brooklyn's already beautiful park system.

## THE PUBLIC HEALTH.

—The council sanitary committee and the board of health of York, Pa., will investigate the crematory question with a view of establishing a plant in that city.

—The board of trustees of Sacramento, Cal., have passed an ordinance providing for the appointment of city inspector of milk, meats and markets. The creation of the office was urged by the board of health.

—The new garbage crematory at Richmond, Ind., works satisfactorily, but there is some complaint as to expense. The consumption of garbage is speedy and complete, and there is no unpleasant odor. The crude oil used for fuel costs about \$10 a day, and to reduce this expense a pipe line will be run into the furnace so that natural gas may be used.

—Under a new state law the plumbers in Allegheny, Pa., will be examined on drainage, etc., by the health authorities. Those who pass the examination will be licensed. Failure to pass two examinations will disqualify any journeyman or master plumber from continuing in the business.

—The fire, water and health departments of Atlanta, Ga., have created officers new to that city in appointing two sewer and hydrant inspectors. The duties of the new officials will be to inspect the sewers and hydrants throughout the city, and they will be known as sewer and hydrant inspectors. When the weather is dry these officers will flush the city sewers

at night, beginning at 7 o'clock and continuing the work until daylight. When it rains, they will spend their time inspecting hydrants and sewers. It is expected that this arrangement will materially increase the healthfulness of the city, and will, besides, improve the fire department service, as all hydrants will be kept in the pink of condition.

## PURELY PERSONAL.

—Mark Hubbell, city clerk of Buffalo, gets out one of the prettiest, most complete and valuable municipal manuals in the country.

—Ellsworth Benham, Duluth's city attorney, is a young man of remarkable legal attainments. His success in his profession is well merited.

—A. B. Connolly, of Atlanta, is one of the best known chiefs of police in the United States. Atlanta could never afford to lose Chief Connolly.

—D. J. Swenie, marshal of the Chicago fire department, is an official whose fitness and ability have successfully stood the test of long years of service.

—Chief Devine, of the Salt Lake City fire department, says he never saw a good municipal journal. What do you think of City Government, Chief?

—The newspaper men of Chicago agree that City Clerk Van Cleave is one of the best people on earth—and newspaper men are authorities on such matters.

—Henry E. Legler, secretary of the Milwaukee board of education, was formerly city editor of the Sentinel. Newspaper men always make good city officials.

—Matt Williams, the tax assessor at Nashville, is a real estate man of national reputation, being treasurer of the National Real Estate association. He is also a competent official and a good fellow.

—Phil Schweitzer, St. Paul's new chief of detectives, is fat, rosy and jolly. He is just as good a fellow as his predecessor, John O'Connor, and that ought to be sufficient recommendation for any one.

—Henry A. Peeler, of New Orleans; Charles A. Tooker, of Cincinnati; L. A. Cutshaw, of Denver, and John A. Gilman, of Minneapolis, make a quartette of building inspectors who could not be beaten for efficiency and courtesy.

—Edwin A. Fisher has succeeded J. Y. McClintock as city engineer of Rochester, N. Y. Mr. Fisher is widely known as a thoroughly trained civil engineer, and that he will give the City of Rochester efficient service in his new position goes without saying.

—Thomas A. Prendergast, who was city clerk of St. Paul for so many years, and who has friends all over the country, is now the president of the Savings Bank of St. Paul, an old, solid and flourishing financial institution. Thus do city clerks graduate into bank presidents.

### METROPOLITAN POLICE DEPARTMENTS.

CITY	Estimated Populat'n	No. of Men in Dep't	Approximate Annual Cost of Dep't	Average Monthly Pay Roll
New York, N. Y.....	1,906,000	4,102	\$5,910,406.00	\$450,000.00
Chicago, Ill.....	1,750,000	3,255	3,240,000.00	230,000.00
Philadelphia, Pa.....	1,350,000	2,451	2,413,519.00	180,000.00
Brooklyn, N. Y.....	1,200,000	1,850	2,100,000.00	175,000.00
St. Louis, Mo.....	604,000	893	850,000.00	67,272.00
Baltimore, Md.....	540,000	826	810,400.00	65,500.00
Boston, Mass.....	495,000	1,002	1,475,000.00	126,143.00
Buffalo, N. Y.....	350,000	637	605,000.00	51,800.00
Cleveland, O.....	345,000	309	396,000.00	27,530.00
Washington, D. C.....	280,000	525	577,000.00	48,078.00
Pittsburg, Pa.....	275,000	390	428,000.00	30,000.00
Milwaukee, Wis.....	250,000	317	340,000.00	25,700.00
Louisville, Ky.....	200,000	290	234,000.00	19,500.00
Minneapolis, Minn.....	195,000	216	217,000.00	17,000.00
Providence, R. I.....	160,000	275	331,100.00	25,000.00
Rochester, N. Y.....	160,000	163	175,000.00	13,800.00
Kansas City, Mo.....	150,000	181	160,000.00	13,050.00
St. Paul, Minn.....	150,000	183	185,000.00	14,500.00
Toledo, O.....	125,000	138	95,000.00	7,600.00
Columbus, O.....	110,000	131	114,000.00	9,400.00
Atlanta, Ga.....	110,000	142	137,000.00	10,500.00
Memphis, Tenn.....	105,000	59	61,000.00	4,700.00
New Haven, Conn.....	100,000	152	173,000.00	13,000.00
Richmond, Va.....	100,000	103	95,800.00	8,102.00
Paterson, N. J.....	100,000	103	110,400.00	8,600.00
Worcester, Mass.....	98,000	120	116,000.00	9,000.00
Grand Rapids, Mich.....	90,000	115	100,000.00	8,000.00
Fall River, Mass.....	90,000	123	132,000.00	9,000.00
Nashville, Tenn.....	87,000	101	89,400.00	6,865.00
Los Angeles, Cal.....	85,000	83	96,000.00	7,338.00
Dayton, O.....	85,000	110	85,800.00	6,750.00
Cambridge, Mass.....	83,000	100	112,000.00	9,000.00
Portland, Ore.....	81,000	73	70,000.00	5,500.00
Des Moines, Ia.....	75,000	48	35,000.00	2,681.00
Wilmington, Del.....	67,000	76	78,000.00	4,900.00
Lincoln, Neb.....	65,000	19	15,000.00	1,210.00
Troy, N. Y.....	64,000	107	95,000.00	7,500.00
Peoria, Ill.....	63,000	54	45,000.00	3,613.00
St. Joseph, Mo.....	60,000	56	55,000.00	3,908.00
Duluth, Minn.....	60,000	65	61,000.00	4,943.00
Bridgeport, Conn.....	60,000	45	61,000.00	3,770.00
Oakland, Cal.....	60,000	50	70,000.00	5,300.00
Harrisburg, Pa.....	55,000	37	32,800.00	2,290.00
Fort Wayne, Ind.....	43,000	36	27,900.00	1,900.00
Youngstown, O.....	42,000	32	43,000.00	2,095.00
Springfield, Ill.....	35,000	33	35,000.00	2,100.00
Davenport, Ia.....	35,000	28	23,000.00	1,900.00
Quincy, Ill.....	35,000	28	18,000.00	1,478.00
South Bend, Ind.....	28,000	24	14,800.00	1,350.00
Oswego, N. Y.....	28,000	17	14,000.00	1,050.00
Racine, Wls.....	27,000	17	13,600.00	1,035.00
Cedar Rapids, Ia.....	25,000	18	13,000.00	1,053.00

### SALARY SCHEDULES OF POLICE DEPARTMENTS.

[Monthly salaries given unless otherwise stated.]

City	Ch'efs	Captains	Lieuten-ants	Serg'nts	Patrolmen	Detectiv's
New York.....	\$500.00	\$229.00	None	\$166.00	83.00-116.00	\$166.00
Chicago.....	500,000	187.00	125.00	100.00	83.00	100.00
Philadelphia.....	375,000	150.00	\$125.00	83.00-100.00	2.25-2.50 a day	83.00-120.00
Brooklyn.....	416,000	225.00	None	145.00	66.00-91.00	145.00
St. Louis.....	291,000	150.00	None	100.00	83.00	100.00
Baltimore.....	208,000	120.00	100.00	80.00	80.00-92.00	72.00
Boston.....	291,000	166.00	133.00	116.00	83.00-100.00	133.00
Buffalo.....	291,000	116.00	None	85.00	75.00	100.00
Cleveland.....	191,000	125.00	100.00	91.00	65.00-83.00	100.00
Washington.....	275,000	150.00	125.00	95.00	75.00-90.00	125.00
Pittsburg.....	200,000	100.00	3.00 a day	2.75 a day	2.25 a day	100.00
Milwaukee.....	300,000	175.00	116.00	100.00	80.00	.....
Louisville.....	208,000	100.00	83.00	75.00	2.25 a day	2.50 a day
Minneapolis.....	275,000	100.00	91.00	83.00	75.00	100.00
Providence.....	183,000	3.50 a day	3.25 a day	3.13 a day	2.25-3.00 a day	3.75 a day
Rochester.....	216,000	150.00	100.00	85.00	75.00	100.00
Kansas City.....	250,000	90.00	80.00	75.00	70.00	80.00
St. Paul.....	208,000	108.00	91.00	75.00	72.00	100.00
Toledo.....	125,000	83.00	83.00	75.00	66.00	75.00
Columbus.....	166,000	125.00	None	90.00	75.00	90.00
Atlanta.....	200,000	108.00	None	81.00	64.00	75.00
Memphis.....	150,000	125.00	None	110.00	75.00	100.00
New Haven.....	208,000	4.12 a day	None	3.25 a day	2.25-3.00 a day	3.25 a day
Richmond.....	166,000	100.00	None	83.00	50.00	50.00
Paterson.....	150,000	125.00	None	91.00	79.00	79.00
Worcester.....	166,000	100.00	None	91.00	76.00	98.00
Grand Rapids.....	191,000	3.00 a day	2.90 a day	2.75 a day	2.05 a day	2.75 a day
Fall River.....	150,000	91.00	83.00	None	2.50 a day	83.00
Nashville.....	125,000	None	75.00	70.00	67.00	67.00
Los Angeles.....	250,000	125.00	None	90.00	83.00	100.00
Dayton.....	208,000	100.00	None	85.00	65.00	75.00
Cambridge.....	150,000	116.00	N ne	3.25 a day	20.00 a week	100.00
Portland.....	166,000	90.00	None	None	75.00	90.00
Des Moines.....	100,000	75.00	60.00	65.00	60.00	70.00
Wilmington.....	100,000	75.00	None	66.00	63.00	75.00
Lincoln.....	100,000	65.00	None	60.00	60.00	65.00
Troy.....	183,000	87.00	None	79.00	70.00	87.00
Peoria.....	100,000	83.00	None	75.00	65.00	65.00
St. Joseph.....	166,000	100.00	None	83.00	70.00	70.00
Duluth.....	125,000	90.00	80.00	70.00	65.00	60.00
Bridgeport.....	131,000	3.25 a day	3.00 a day	2.85 a day	2.63 a day	100.00
Oakland.....	175,000	125.00	None	100.00	100.00	125.00
Harrisburg.....	85,000	None	75.00	70.00	60.00	60.00
Fort Wayne.....	91,000	75.00	70.00	67.00	60.00	60.00
Youngstown.....	100,000	None	75.00	None	65.00	75.00
Springfield.....	100,000	None	None	70.00	60.00	None
Davenport.....	83,000	65.00	None	60.00	60.00	65.00
Quincy.....	83,000	None	None	60.00	50.00	60.00
South Bend.....	91,000	None	None	58.00	54.00	54.00
Oswego.....	85,000	75.00	None	None	60.00	None
Racine.....	75,000	None	None	60.00	60.00	None
Cedar Rapids.....	100,000	75.00	None	58.00	50.00-55.00	None

N. B.—There will be a continuation of these statistics in the next issue of CITY GOVERNMENT.